REAUTHORIZATION OF THE FOLLOW THROUGH PROGRAM

HEARING

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

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REAUTHORIZATION OF THE FOLLOW THROUGH PROGRAM

THURSDAY, FEBRUARY 20, 1986

House of Representatives,
Subcommittee on Human Resources,
Committee on Education and Labor,
Washington, DC.

The subcommittee met, pursuant to call, at 10:30 a.m., in room 2261, Rayburn House Office Building, Hon. Dale E. Kildee (chairman of the subcommittee) presiding.

Members present: Representatives Kildee, Bruce, Perkins, and Petri.

Staff present: Susan Wilhelm, staff director; Anne McGrath, legislative associate; Tom Kelley, clerk; Carol Lamb, minority legislative associate.

Mr. Kildee. The Subcommittee on Human Resources meets this morning to discuss the reauthorization of the Follow Through Program. Follow Through is a unique program combining the resources of local schools, universities, and parents to reinforce in the lower elementary grades the gains which low income children have made in preschool.

Since its creation in 1968, the achievements of Follow Through have been widely recognized. I am pleased to have within my own district one of the Follow Through Programs validated as exemplary by the Joint Dissemination Review Panel of the Department of Education.

There can be no higher priority for us as a nation than the education of our children. Since its creation in 1975, Follow Through has played an important role in helping children to succeed in school.

For the fifth year in a row, however, the administration is recommending that specific Federal funding for Follow Through be terminated at a time when other programs are being increased.

There's no question that the extra money that the Department of Defense has gotten in the last 5 years has not come from increased taxes. As a matter of fact, taxes were cut in 1981. The extra dollars came from filching dollars from other programs. They filched some of their dollars for MX missiles, some of their dollars for B-1 bombers from Follow Through Program. The other dollars came from borrowing the money and increasing our national debt.

I am very concerned to make sure that we protect those programs that have been proven to really help young people, and not let another department of Government that is very powerful, to filch those dollars from those programs.

I appreciate those of you who have come here this morning to tell us how successful Follow Through has been in preparing our young people to be productive and happy citizens in this country. Because Follow Through, like Head Start, not only is directed towards educational skills, but also good social skills, it helps those young people experience success, which is very, very important if they're going to have that motivation to go on.

We'll have a number of witnesses testifying this morning. This record will be held open for 2 weeks to hear others testify, because the administration is not able to testify at this time, but will testify on February 24. We might want to have some input from those who are testifying today, or other people, to respond to the testimony from the administration, because we know very well what the administration's testimony will be, inasmuch as their budget proposals are zero for this program.

We will take additional written testimony, in response to the administration testimony.

I am pleased to welcome today's witnesses. The first panel will consist of Dr. Eugene A. Ramp, chairman of the National Follow Through Association; Dr. W. Ray Rhine, University of Missouri, Saint Louis; Mr. Richard H. Feldman, Bank Street College of Education, New York, NY; and a good friend of mine from the school district in which I taught for 8 years, Mr. Edward J. Hansberry, the coordinator of compensatory programs in the Flint Community Schools.

If they would come forward, please.

You may summarize your testimony, if you wish, in any fashion. If you do summarize, your full testimony will be included in the record.

You'll find today, on Capitol Hill, the Education and Labor Committee just put together its budget recommendations for the Budget Committee.

For the most part, we'll consider ourselves fortunate if we're able to keep the current services level going. I can recall years when we tried to improve programs. But we're in very, very difficult times, as you well know. Gramm-Rudman hovers over all our considerations.

My only defense is that I voted against Gramm-Rudman. So far the courts have agreed with me.

These are difficult times. Your testimony is very important today because we really have to sell the Budget Committee and the Appropriations Committee on the importance of this program.

So, you may proceed in, probably, the order that I called upon you.

STATEMENTS OF EUGENE A. RAMP, CHAIRMAN, NATIONAL FOLLOW THROUGH ASSOCIATION—SCAN, LAWRENCE, KS; W. RAY RHINE, UNIVERSITY OF MISSOURI-ST. LOUIS, ST. LOUIS, MO; RICHARD H. FELDMAN, BANK STREET COLLEGE OF EDUCATION, NEW YORK, NY; AND EDWARD J. HANSBERRY, COORDINATOR OF COMPENSATORY PROGRAMS, FLINT COMMUNITY SCHOOLS, FLINT, MI

Mr. Ramp. Eugene Ramp.

Mr. Chairman, thank you very much, distinguished members, particularly Mr. Petri. Thank you for the——

Mr. Kildee. I'm sorry. I didn't see Tom.

Tom, do you have an opening statement?

Mr. Ramp. I'm sorry. I'm very sorry.

Mr. Petri. Well, I'd be happy to listen to the testimony today. And just very briefly I'd like to underline what the chairman said. This program, as you know, was started a number of years ago, pretty much on an experimental basis, with the idea that a number of different techniques and approaches would be tried, and that, hopefully, from those experiments school districts all across the country would learn and find good models and would then pick this up on their own.

And members from most of the country are very aware, naturally, that if something has got to be cut, there's an old saying, don't cut me, and don't cut thee; cut the fellow behind the tree. They say the same thing about taxes.

This program operates in 59 school districts across the United States and no more as I understand it. Therefore, the argument can be made that the Federal Government has made a unique and unusual commitment to a relatively small percentage of our student population, and, therefore, it's unfair, in a time of budget cuts, to maintain an experimental program that benefits only a few people, when the experiments have already been conducted.

So, I'll be especially interested in hearing if there are new approaches that have not been tried in the past, of if there are experiments that are ongoing that need to be completed so that we can help all of the kids in the country and justify continuing this program. Thank you.

Mr. Ramp. Thank you again.

I will just be highlighting my prepared testimony, which you should have. I thank the chairman and Mr. Petri for their comments.

If I could just start out by maybe addressing briefly my prepared oral testimony—gets at that. But let me just start out by saying that it is true, at this time, we—the Follow Through Program is in 58 or 59 communities in the United States. But its impact goes far beyond that. In fact, I believe, at the present time, Follow Through has reached well, on an annual basis, close to half a million children a year. If you include all of the materials developed through the Follow Through Program, we are reaching in the neighborhood of 2 to 2½ million students per year.

The other point I would make about that is that this unique resource that has been developed through the Follow Through Program is something that took a long time to develop. It just didn't appear.

The programs that have come about through the Follow Through experience are, in some ways, not replicable, not easily replicable, in the sense that if Follow Through went away what we have learned in these models for other school districts and other Federal programs would no longer exist.

Many Federal programs as well, as I mentioned, many other school districts and children throughout the United States have benefited from Follow Through both directly and indirectly.

Follow Through's impact has had a significant impact on Head Start. It's parent involvement program has been recognized as one of the best ever to come out of any program anywhere, Federal or otherwise. And Head Start, chapter I, and a number of other programs have picked up on that and used it.

If Follow Through were not here, I don't know where those school districts or those other Federal programs would turn for some of the particular programs that have been developed through Follow Through.

In some respect, a counter argument to that would be that you have here, in terms of a relatively small investment, a resource that is way beyond its size in terms of the number of projects that are out there.

I look at the Follow Through programs and its 59 operating school districts as a national resource for other communities as well as other programs. And if you take resource away, I'm not sure what you have, except perhaps you may have lost 20 years and over three-quarters of a billion dollar investment.

Some aspects of this important program need to be preserved, and they need to be preserved in a form that other people can access and utilize.

We've not only learned how to develop programs and put them in to place in to school districts everywhere, we have also learned how to disseminate those programs, as I mentioned, reaching literally millions of children a year.

This doesn't show up in—if you look at the number of children served and the dollars spent, it—you know, the program costs somewhere between $400 and $500 per student.

But if you look at Follow Through in terms of the number of children actually impacted out there, total, on an annual basis, we're talking of something—something probably slightly over $25 a student. And I'd say that's cheap for the investment you've made. And I would argue strenuously that we not simply give up that huge investment both in time and money.

I would just like to briefly go over my oral comments now.

I've been deeply involved in the Follow Through Program since it's beginning. And I am chairman of the National Follow Through Association.

I'm also the executive director of Educational Systems Associates at the University of Kansas, which is a sponsoring organization for 10 communities operating in school districts throughout the United States.

The two questions that I'm most commonly asked as chairman of the National Association are, one, What is Follow Through? Many people, because of the small size of the program, have never heard of it. The second question from people who know about the program is, Has the program been successful? Has it been effective? Have these Federal funds been used appropriately and in a way that really has benefited our society?

My answer to the first question usually begins with a brief historical account of how and why Follow Through Program began.

Follow Through began nearly 20 years ago as an amendment to the Economic Opportunity Act of 1964. In fact, 20 years ago this month, R. Sargent Shriver, who was then the Director of the old Office of Economic Opportunity, said in a speech, I think it was in Milwaukee, WI, to a lot of educators, that his—I have a quote here. He said that the gains made by children in Head Start and other quality preschool programs are being—and these are his words—crushed by the broken promises of first grade.

Although the children seem to thrive while in these programs, disadvantaged children seem to have great difficulties upon our entering our regular school systems.

In his speech, Shriver called for a new program to follow up on these children entering the regular schools.

In 1967, Congress amended the Economic Opportunity Act and Follow Through was born.

Originally, Follow Through was to have been a large program, operating in every school district where Head Start programs existed. Requested was $150 million for the first appropriation for Follow Through.

For a lot of reasons, including, maybe, in particular, because, at that time, the Vietnam war was beginning to heat up, the final appropriation for Follow Through was only $15 million, one-tenth of what had been requested.

In some ways this may have been a blessing in disguise because the limited funds, it was decided, should be used to determine what really could work to help disadvantaged children, rather than simply pour large sums of money in to school districts all over this country to use as they saw fit.

And out of Follow Through grew a set of models, educational approaches, very consistent, theoretically consistent, yet practical ways of educating children who came to school with special problems, as disadvantaged children tend to do.

Today, Follow Through is a national resource that provides high quality models of validated educational practices through our local school districts.

These model programs were designed, tested, and proven effective over nearly 20 years of work in school districts, in collaboration with teachers, students, school administrators, parents, and others.

The programs operate in urban and rural school settings, on Indian reservations, and bilingual classrooms, almost everywhere problems exist in our school systems in the early elementary grades.

Follow Through is, at this time, a national network of sponsoring organizations, school districts, and resource centers.

You will be hearing from representatives of each of those three, so I won't get into their unique functions.

Today, Follow Through is also a national dissemination network for school districts and other Federal programs looking for effective methods of educating disadvantaged children upon entering our schools.

Follow Through methods, materials, and models have been disseminated to hundred of Follow Through communities, extending the benefits to millions of disadvantaged children.

The second question, is Follow Through successful, I usually respond to—well, there are dozens of ways that I respond, depending on who's asking the questions. But, for the most part, I point out that of the 58 or 59 Follow Through projects operating in the United States today, they have the best record of effectiveness of any Federal educational program in history. And this is based on many different kinds of data.

Because it is so small, however, most people are unaware that nearly 80 percent of the Follow Through projects have been validated as exemplary and effective by the Department of Education's own Joint Dissemination and Review Panel.

This was pointed out to Congress in a Department of Education evaluation report a couple of—2 or 3 years ago.

In addition, a study conducted for the Department of Education by an outside contractor found—and I'm quoting—impressive gains in reading, math, and language arts achievement scores in 90 percent of the Follow Through projects studied.

Keep in mind, these are disadvantaged children who would normally expect to score less not more than national averages. And we have been finding that on the average our children are scoring above norms rather than below norm.

Follow Through is also a very strong parent involvement program.

Another report by a different contractor for the Department of Education found that Follow Through had—and, again, I'm quoting—greater amounts of parent involvement in all aspects of project management and operations than did any other of the Federal programs studied by this contractor.

Further evidence of the program's effectiveness is its success in disseminating effective practices to other schools.

A recent Department of Education report to Congress states—and I'm quoting again—Follow Through practices have been spread well beyond sites directly funded by the program. Close quote.

While Follow Through serves directly only about 20,000 to 30,000 children in 58 communities, Follow Through programs have been disseminated to more than 700 additional communities, thereby benefiting nearly a half million children annually.

As I mentioned earlier, if we were to include in this estimate all children in classrooms around the country who have worked from materials developed through Follow Through, we're talking about numbers in excess of 2 million per year.

In spite of these impressive results, the program is still reaching only a small fraction of children who could benefit from its successful programs and practices. But I'm not here to ask for an extended program at this time.

I do feel that it's imperative that we not lose what has been accomplished here and what we have learned through the national

Follow Through Program. A reauthorization of the program is essential if we are to have an impact on improving the life chances of disadvantaged children in our society.

Many years ago, the Head Start Program was almost eliminated. I think we would be in a sorry state today in many ways if that happened.

I think the reasons for having Follow Through exist today are perhaps more important than they were 20 years ago. The need for effective educational programs in the early elementary grades to help support and nurture disadvantaged students to become more productive citizens has not been lessened, it has been increased.

The many reports pointing to the failure of our schools, particularly secondary education, make it only too clear that we still have serious problems.

Fortunately, there is a growing realization that these problems must be attacked much earlier than high school. It is becoming clearer that to have a real impact we must get to these children before they are 10-years-old.

Head Start and Follow Through do this. And both President Reagan and Secretary of Education Bennett have recently made it clear, both in their words and deeds, that there needs to be a greater focus and a greater emphasis on early elementary education.

The Secretary of Education, I think just a couple of weeks ago, said that this administration—and this is almost a quote—wants to determine what works for disadvantaged students.

He also, within the past 2 months, has appointed a National Commission on Elementary Education to look at the issues of how can we get to children before the problems becomes so ingrained that we have social problems and academic problems that cost this country huge sums, not just in money, but in personal turmoil and strife.

Follow Through is one of the few programs that has a proven approach to doing this, and it must be continued.

We know from the experience of many other programs that Follow Through cannot survive as part of a block grant. It must have a central, Federal coordinating role if it is to survive and continue to function in this important capacity.

As I stated earlier, there is a great need for Follow Through today, a greater need for Follow Through today than there was 20 years ago.

It seems to me that we should not be asking whether we can afford to reauthorize Follow Through. The question you need to answer is can we afford not to reauthorize this important program.

If you fully understand why the program exists and how successful it has been, I believe your answer to that is, no, we cannot afford to lose it, and, yes, we should reauthorize it.

That concludes my prepared remarks.

[Prepared statement of Eugene Ramp follows:]

Prepared Statement of Eugene A. Ramp, Ph.D., Chairman, The National Follow Through Association--SCAN Educational Systems Associates, University of Kansas

Introduction

I would like to begin by thanking Chairman Kildee and the House Subcommittee on Human Resources of the Committee on Education and Labor for this opportunity to testify on a bill to reauthorize the national Follow Through program. I am submitting this testimony on behalf of the National Follow Through Association--SCAN, an organization that serves in a communication and advisory capacity for the program. Our organization includes Follow Through local programs, resource centers, sponsoring organizations (research institutions) and parents. I am currently Chairman of SCAN and Director of Educational Systems Associates at the University of Kansas, a Follow Through sponsoring organization.

I am very grateful for this opportunity to submit testimony to the Subcommittee that has made such an important contribution to American education through its support of Head Start, Follow Through, and other education programs. The Subcommittee's proposed legislation to extend the Follow Through program continues this tradition of support.

Now, more than ever, the importance of programs, like Follow Through, Head Start, and CIA Chapter I that serve disadvantaged "high-risk" young children, is increasingly recognized. Throughout the nation, educators, policymakers, and researchers are pointing to the critical need for improved education for young, disadvantaged children. For example:

o The recently released report of the Education Commission of the States, "Reconnecting Youth: The Next Stage of Reform," states that the nation risks grave economic, political, and social turmoil if it fails to act to help the increasing numbers of teenagers who are "disconnected" from their schools, their families, and the work place. The report's recommendations include strengthening elementary and early childhood programs, particularly for low-income children, as one way of heading off the problems of these "at-risk" youth before they become entrenched.

o Other reports that have addressed similar problems and made similar recommendations to strengthen early education include "Investing in Our Children," by the Council for Economic Development, "Barriers to Excellence: Our Children at Risk," by the National Coalition of Advocates for Students, and "A Nation at Risk," from the President's own Commission on Excellence in Education.

o The importance of early childhood programs has been increasingly recognized at the state level. For example, an informal survey by Education Week revealed that at least 28 states have recently enacted initiatives in early childhood education, including support for Head-Start-type programs, expansion of kindergarten programs, increased funding for "at-risk" children, and mandated decreases in class size at the early elementary level.

o Research studies continue to demonstrate the long-term benefits of society's investment in early childhood education. For example, the High/Scope Educational Research Foundation's continuing longitudinal study of the long-range effects of a Head-Start-type program for very disadvantaged children has demonstrated that good early education programs not only improve academic performance throughout elementary, secondary, and post-secondary education, they also enhance "real-life" success as measured by increased employment, reduced use of welfare, reduced delinquency, reduced teenage pregnancy, and enhanced life-time income. While this study covered programs for children ages three and four, its findings can be extended, by implication, to the early elementary years served by Follow Through. Most educators would agree that the cycle of school failure that grows out of poverty is most successfully attacked in the early years of schooling; in preschool and primary school. Though efforts in later years may help, they are often "too late," and earlier investment is most cost-effective because it can prevent the need for years of costly remedial services.

o Even the current Administration, which has supported reduced federal funding for many education programs, has demonstrated its recognition of the critical need for early education programs by expanding the numbers of children served by the national Head Start program. Recognizing the many unmet needs of low-income, "high-risk" children, Education Secretary William Bennett recently pointed to the need to "find out what works in educating disadvantaged children" (Michigan Daily, February 1986).

Clearly the stated aims of Administration policy are compatible with the functions and goals of Follow Through. That the Administration continues to see Follow Through as a program that has successfully fulfilled its mission and should therefore be phased out may result from a misunderstanding of what the program does and what it can offer in an area of urgent need.

Follow Through: Meeting a Critical Need

What, then, is unique about Follow Through? In what ways can it continue to serve the needs of American education? Follow Through is a federally funded education program that provides a high quality classroom program and supporting services to disadvantaged primary school children in school districts across the U.S. Follow Through is authorized under the same legislation as Head Start, and the program is administered by the Office of Elementary and Secondary Education in the Department of Education.

Follow Through is designed to provide disadvantaged children, coming from Head Start, with the extra support they need to succeed in primary school. Follow Through local programs provide high quality, comprehensive elementary education programs that sustain and build upon Head Start gains. The programs are located in 58 school districts across the U.S. and serve approximately 20,000 disadvantaged children and their families in a wide range of settings, including urban ghettos, isolated rural areas, bilingual communities, and Indian reservations. Each local Follow Through project involves teachers, aides, parents, and children working together as a team. The projects serve from 100 to 3000 disadvantaged children in each community with the following services in grades kindergarten through 3:

- A high quality full-day classroom program covering basic skills, social studies, arts and sciences
- Access to comprehensive health, social, nutritional, and psychological services
- Parent involvement activities that enable parents to take part in their child's education and participate in decision-making about the community's Follow Through program.

Follow Through's structure is unique among education programs in that the effectiveness of its local programs is enhanced through a partnership with sponsors and resource centers.

Follow Through sponsors are institutions of higher education or research organizations that developed the original "educational models" that are the basis of Follow Through programs. (An "educational model" is a defined approach to education that includes a classroom curriculum, and methods for training teachers and working with parents.) Sponsors play a central role in Follow Through: they assist local sites in adapting the sponsor's educational model to meet local needs; once the program is in place, they continue to assist the school district in maintaining, documenting, evaluating, and disseminating the program. Each Follow Through sponsor works closely with from 1 to 11 local projects.

Follow Through resource centers are Follow Through local programs that have been recognized as exemplary by the Department of Education and that have received additional federal funds to disseminate Follow Through practices. Resource centers, working closely with sponsors, are key agents in the spread of Follow Through models and methods.

This interdependent system of local projects, sponsors and resource centers makes Follow Through unique among education programs. Because of this unique structure, Follow Through not only provides direct services to children, it is also an "applied research" program that generates new knowledge, demonstrates exemplary practices, and provides technical assistance. The project/sponsor/resource center partnership enables Follow Through to perform an important technical assistance role; as well as providing services to children, the program provides service at another level--to school districts. Teachers and administrators who need help in solving their-educational problems can look to Follow Through for models and methods that have proven effective.
In Follow Through, our nation has the unique resource that can provide the answers Education Secretary Bennett says we need in the area of educating disadvantaged children. In almost 20 years' experience, these answers have been developed, tested, and disseminated widely.

The Follow Through Models and What They Offer.

As Edward Zigler commented in his foreword to W. R. Rhine's *Making Schools More Effective, New Directions from Follow Through* (Academic Press, 1981):

> One important result of Follow Through is
> that the nation now has an array of educational

programs that have proven to be effective in educating disadvantaged children.

Here are some of the areas in which the Follow Through partnership can provide proven models of effective services to communities seeking to provide similar high quality services to special groups of children:

- Academic instruction--curriculum design and management of instruction
- Classroom management
- Teacher-training and paraprofessional training
- Parent involvement in the educational process and in educational policymaking
- Coordination of comprehensive services
- Evaluation practice and uses
- Meeting the needs of handicapped children within ordinary classroom programs
- Programming for bilingual or non-English-speaking children in the classroom

Follow Through--A Range of Choices for Educators

A special advantage of the Follow Through models is that they span the range of theoretical positions in education, thereby offering alternatives to communities and states with unique educational needs. Districts or states can select an educational philosophy they are comfortable with and methods and technologies tailored to the specific problems they face. The Reagan Administration has spoken eloquently of the need for diversity and choice in education. According to Education Secretary Bennett, the ability of schools to select their own educational path, and the autonomy to carry through on these choices, bears a critical relationship to educational excellence:

> "One of the strongest findings of recent education research is that the most effective schools--those whose students learn the most and the fastest--tend to be schools with a clear sense of purpose, an institutional ethos, team spirit, and a measure of autonomy. Yet the current reform movement is tending to remove from the schools many of the judgments and powers that comprise [sic] this autonomy. It is, to be sure, doing this in order to upgrade the performance of unsatisfactory schools. But in the process it may be endangering the capacity of all schools to create those internal working arrangements that foster educational excellence. . . .Here we are talking about the ability--often lacking, even in local public-school systems that retain much autonomy--of the individual school team, i.e., its principal and teachers in conjunction with its students, parents, and community, to establish goals and procedures that maximize its strengths, meet its distinctive needs, and elicit professionalism from its staff."
>
> -- Education Week, Nov. 6, 1985

Follow Through offers many choices to school systems that enable them to create the conditions that foster excellence. Models based on direct instruction, open education, bilingual education, learning games, behavioral techniques, and parent education are just a few of the range of educational options offered by Follow Through.

Accomplishments of Follow Through: Follow Through Works!

Many observers have commented on the contributions of Follow Through to the education of disadvantaged children. For example,

> "Follow Through, which is designed to meet instructional, physical and psychological needs of children from low-income families, has helped hundreds of thousands of children since its inception. . . .Many feel the program, in which parents, schools and sponsoring research institutions take part, is preserving the hope and

opportunity of Head Start."

-- The New York Times, January 10, 1982

"Project Follow Through is an immensely important milestone in the search for more varied and better ways to educate children, disadvantaged or not. We now have a clear precedent for change in public school education."

-- B. R. McCandless and E. D. Evans in Children and Youth: Psycho-Social Development. Hinsdale, IL: Dryden Press, 1973

"Head Start and Follow Through represent a monumental effort to show that the intellectual competence of vast numbers of children can be altered through mass education."

— J. Bergan and J. A. Dunn in Psychology and Education: A Science for Instruction. New York: Wiley, 1976

"The point has been made frequently that Follow Through is too expensive for local districts to assume the burden. This may well be true. It may be that the federal government will need to supplement state and local funding for the primary grades, education of children from minority and low-income families. That was certainly the concept in 1967 when Follow Through came into being. If a cost-benefit analysis should determine that the benefits are much greater than the costs, as has been demonstrated in the follow up of preschool graduates, then both federal and state governments should take a new look at whether they can afford to—**or can afford not to**—fund Follow-Through-type programs."

— Robert L. Egbert, Professor of Education, University of Nebraska

Follow Through's accomplishments in disseminating its models and methods. Though it is a relatively small program, both in budget and in the numbers of children directly served, Follow Through has had a very broad impact on children, teachers, and parents throughout the country. One reason for this impact is the success of the program in disseminating effective practices.

The strong and active partnership of Follow Through sponsors, resource centers, and local projects serves as an idea bank that is disseminating its educational expertise throughout the entire nation. Follow Through practices have frequently been adopted district-wide, city-wide, and even state-wide, and Follow Through concepts have permanently changed the face of American primary education. Follow Through is a unique resource that school districts and other federal programs have called upon to find solutions to diverse educational problems.

The charts and map on the following pages document the very broad impact Follow Through has had on education throughout the country. They show how the Follow Through program has reached out to millions more children than those directly served through Follow Through funds. Figure 1 illustrates the communities throughout the U.S. that have adopted Follow Through materials, practices, and concepts as a result of the dissemination efforts of Follow Through sites, sponsors, and resource centers. Figure 2 shows the number of adoptions in each state. Figure 3 shows how the cost of Follow Through shrinks when all children benefitting are considered, and why federal dollars spent on Follow Through are a very wise investment.

Figure 1

The National Impact of Follow Through

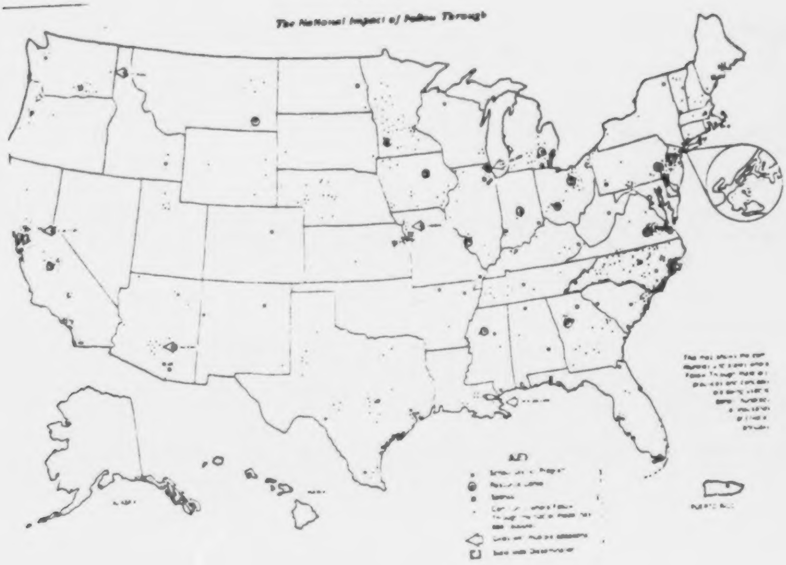
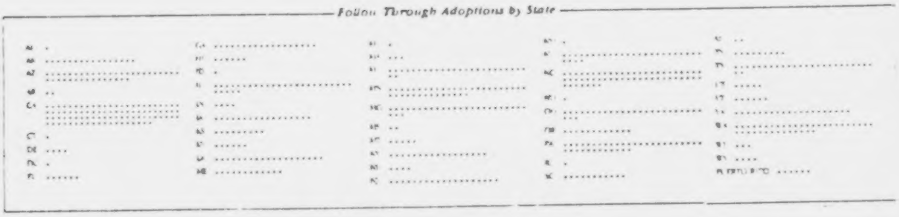
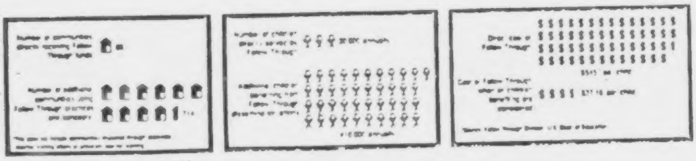


Figure -2-



Follow Through Adoptions by State

Figure -3-



Evidence of Follow Through's success from evaluation and research. Another way to look at the accomplishments of Follow Through is to consider the growing mass of research evidence that the program is helping children and families. *Much of this evidence comes from the Department of Education's own studies, which have demonstrated that Follow Through is one of the most effective education programs ever funded by the federal government.*

For example:

- Of the 58 operating Follow Through programs, 46 have been validated as exemplary programs by the Joint Dissemination Review Panel (JDRP) of the Department of Education, an independent panel of evaluation experts who conduct rigorous reviews of federal education programs. In making decisions on validation of particular programs, the JDRP looks primarily at evidence that the program increases children's achievement. *Follow Through has the highest proportion of validated projects of any federal education program.* (For example, of 13,900 Title I projects, only 21 are validated.)
- A study conducted for the Department of Education by an outside contractor found *impressive gains in reading, math, and language arts achievement scores in 9 out of 10 Follow Through programs studied.*
- A follow-up study of long-term effects of Follow Through on high schoolers who participated in the program

in primary school found significant and lasting benefits. The Follow Through group, as compared to their siblings who did not have the program, had a significantly lower school drop-out rate, and Follow Through females, as a group, had significantly fewer grade retentions. In addition, the sibling group who did not have Follow Through spent, on the average, more than twice as many years in costly special education classes in later years as the group from Follow Through, both for the individual children and for their school districts. A number of other Follow Through sponsors and communities are also conducting similar studies of long-term effects.

- An interim report of a study of parent involvement in four federal education programs, released by Systems Development Corp. of Santa Monica, California, indicated that Follow Through has greater amounts of parent involvement in all aspects of project management and operation than do any of the other programs. The other three programs compared in the study were Title I and Title VII of the Elementary and Secondary Education Act and the Emergency School Aid Act (ESAA) program.

These are only a few examples of the mounting evidence of the positive impact of the program.

The Department of Education's Plans for Follow Through

The partnership of sites, sponsors, and resource centers, and the complexity of functions this structure has created for the program, has been the source of much controversy and confusion throughout the history of Follow Through. However, as many observers have commented, it is this unique structure that is the source of many of the benefits at Follow Through:

> The program, which involves a partnership between schools, parents and sponsoring research institutions, seems to have worked well for under-privileged children. But it services another important role: as a laboratory for American pedagogy. In working with various teaching methods, Follow Through has fostered a wide variety of models.
>
> --Time, Nov. 9, 1981

> The 'sponsored model mechanism' is 'the most important organizational feature of the Follow Through experiment and the one that deserves closest scrutiny by designers of future experiments.
>
> —R.E. Elmore in "Follow Through; Decision Making in a Large Scale Social Experiment" (unpublished doctoral dissertation, Harvard University, 1976.

> "The successful use of planned variation and sponsorship in Follow Through has yielded important results about the effects of diverse approaches to educating children, but the significance of these two strategies extends beyond the project. Planned variation and sponsorship might also be used to study alternative models at all levels of education and perhaps in other problem areas as well.
>
> —W.R. Rhine in "The Role of Psychologists in the National Follow Through Project," American Psychologist, 1983.

It is not surprising that so few people understand how Follow Through operates, since to our knowledge no other federal education program is structured in the same way. By the same token, no other program can make the special contribution that the unique design of Follow Through enables it to make. Massive service programs, such as Chapter I ECIA and Head Start, though providing critically important servcies to children, are not set up to perform the demonstration/dissemination/technical assistance role that Follow Through does so effectively. In fact, Follow Through could be an important resource for these programs, in spite of its comparatively low budget.

Follow Through as a resource for excellence in education, has a critical contribution to make to education in the 1980s. Follow Through can provide some of the solutions we need to head off the growing crisis facing our nation's schools.

The Administration's plans to phase Follow Through into the Block Grant reflect a fundamental misunderstanding of the program's three-part structure and the functions it performs. Phase-in of Follow Through to the education Block Grant amounts to a virtual elimination of the program, since its demonstration and dissemination capabilities cannot be maintained through small, fragmented grants to states and school districts. For each state to establish and maintain a similar network of demonstration programs, sponsors, and resource centers for technical assistance and training purposes would be impractical; the expertise does not exist and the cost and duplication of effort would be enormous. It makes much more sense to maintain such a system at the federal level.

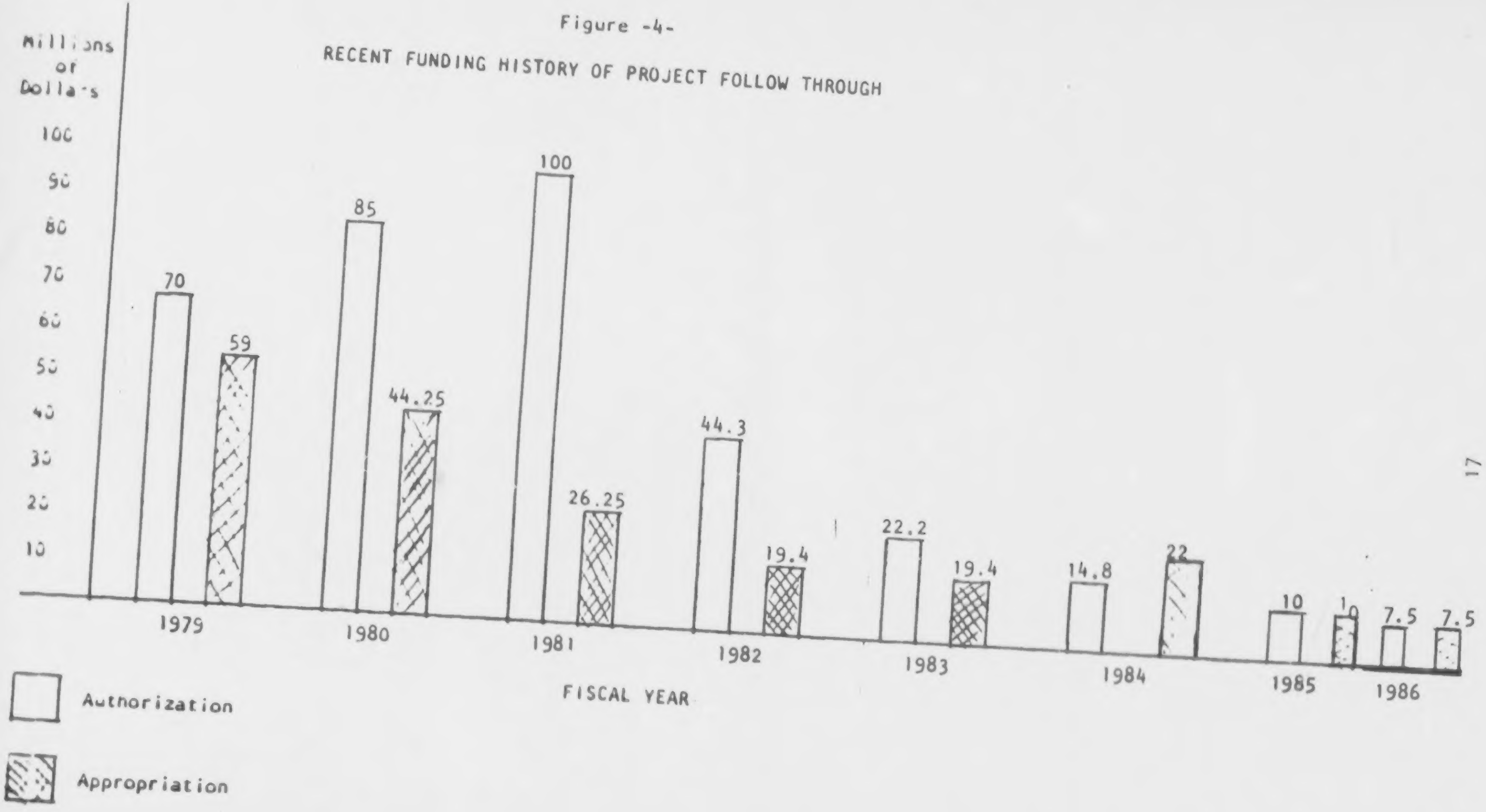
Further, even if the program's demonstration, dissemination, and technical assistance functions were eliminated entirely, it is a mistake to assume that most local Follow Through sites could continue to provide their services to children under the Block Grant. For most small communities, the grant they receive under ECIA Chapter II is much smaller than the total cost of operating a Follow Through program; in addition, competition for the use of these funds from other worthwhile educational programs in the community makes it unlikely that many of these communities can spend enough of their Block Grant on Follow Through to preserve any of its essential services.

Funding History of Follow Through

Follow Through's Fiscal '86 appropriation is $7.5 million. In FY '87, unless Follow Through is reauthorized, it will be completely merged with the Block Grant, a move that would effectively destroy the program. The scheduled merger of Follow Through with the Block Grant would result in the continuation of a pattern of declining appropriations that has plagued the program since FY 1980. As Figure 4 indicates, Follow Through's budget has been cut repeatedly.

Figure -4-

RECENT FUNDING HISTORY OF PROJECT FOLLOW THROUGH



None of these cuts has been intended as a reflection on the program's intrinsic merits--in fact in all cases the cuts have been made as part of a package of reductions affecting other education programs as well. However, because Follow Through is such a small program, the effects of these cuts have been devastating. This is another reason why reauthorization of Follow Through is so urgently needed. Reauthorization would reverse this downward spiral and once again restore an adequate level of funding for the program. Otherwise Follow Through, scheduled for its 20th birthday in the 1986-87 school year, will die without reaching its potential.

To summarize, both for myself and others in the SCAN network, I would like to thank Mr. Kildee and the Committee for the important contribution they have made to American education by proposing to reauthorize Follow Through.

Mr. **Kildee**. Thank you.

Mr. **Ramp**. I'll be glad to answer any questions that you have.

Mr. **Kildee**. Thank you very much.

I think we'll hear from the other panelists first and then ask questions.

I will say, however, that on both sides of the aisle, you find this feeling developing that we should have less emphasis on programs that create dependency, and more emphasis on programs that create self-sufficiency.

And I think that Head Start and Follow Through really are designed to create that self-sufficiency rather than dependency.

As a matter of fact, in the State of the Union message, when President Reagan mentioned that we really have to try to emphasize those self-sufficiency designed programs, he got applause from both sides of the aisle.

I really appreciate your testimony.

OK. The next member of the panel, Dr. Rhine.

Mr. **Rhine**. Chairman Kildee, Mr. Petri, staff members, I want, first of all, to express my deep appreciation for this subcommittee's actions over the years in supporting Follow Through and giving strong bipartisan support.

I'm not a person who tends to throw stones at the Congress. But I must warn you that actions of this sort should certainly give you a bad reputation of being able to be farsighted and wise in your decisions, which would contrast with what a lot of people seem to think about congressional actions these days.

This opportunity to testify before this subcommittee in support of the reauthorization of Follow Through is a very high privilege for me, and I sincerely appreciate it.

From the summer of 1968 to the summer of 1971, I worked for the Stanford Research Institute in the National Longitudinal Evaluation of Follow Through.

During that period of time, my life was characterized by extremely long hours, of overwhelming complexities, and travel requirements that sometimes left me beyond the point of exhaustion.

But the result of that was a truly exhilarity experience. And I, like many of my colleagues, through that experience, that is, my colleagues who worked in Follow Through, became convinced that we were participating in something that was extremely important in the life of a nation.

One of the things that I decided during that period of time was to attempt to produce scientific literature on Follow Through.

In my view, in the scientific area, if something is fairly good, you can write descriptive or polemical literature about it. You can make claims for it that may or may not be very well supported.

If it is really good, then you can write credible scientific literature. This may seem like the topic is somewhat removed from the education of children and the participation of parents, but actually I think it isn't. Because it's extremely important that in an effort such as Follow Through, where you had a good deal of money expended, and you had a lot of researchers involved over the years, it's very important that you establish the credibility of this effort at the highest possible levels.

And attempting to work toward that objective was the task that I took upon myself when I left the Stanford Research Institute in 1971 and joined the faculty of the University of Missouri at St. Louis.

And I must say that in this attempt to capture something of the mission, the excitement, and the accomplishments of Follow Through, it's been one of the great experiences in my life to be able to share with Dr. Ramp and other of the leading sponsors in Follow Through, because we all have been working together to attempt to create this kind of credible scientific literature that I mentioned to you.

What we wanted to do is to establish knowledge about Follow Through beyond the immediate family of Follow Through.

You don't have much of a problem of convincing the family of Follow Through, the immediate friends of Follow Through that the effort is important.

But what we wanted to do is to portray Follow Through as a leading edge of educational change in this country. And in order to do that it was my feeling that we had to reach a much larger audience of people and, in particular, professional educators, researchers, administrators, and policymakers outside of the Follow Through project.

So, that's the task that I have addressed myself to for the past 15 years.

I think that one could understand that for a person to pursue a task for that length of time a person must believe himself that he has good reasons for doing so.

My reasons for doing so go back to my early work experience as a school psychologist on the near South Side of Chicago and other experiences that I've had in schools in large cities and in small rural areas, working in various capacities in schools in principally Illinois and California.

I also was impressed in Follow Through with the enormous intensity of the commitments of parents to what was going on. I think it's clear that parents are not going to be so committed to a project unless they feel that interests that are of desperate importance to them are being addressed.

The response of children that I saw in Follow Through classrooms and evidence that their academic achievement and, indeed, their growth in areas of personal, social, emotional development were also being positively affected contributed to my decision to spend a great deal of time on this matter of creating literature to tell others about Follow Through.

Also, frankly, the fact that we had large numbers of researchers involved in this project from the beginning. It appeared to me that it was perhaps the most important test of the relevance of knowledge about children's growth and development to the improvement of education that we had yet devised in this country.

So, the research community, university researchers, those working in regional laboratories, all of us who have worked in Follow Through as researchers, we have a large stake in this project. We want to portray the effects of that work in ways that are objective and in ways that are indicate of scientific credibility.

So, from my view, this matter of producing literature on Follow Through was an extremely important task. It was one that was clear to me was not being taken up. And in part it wasn't being taken up because there were reservations, at least in the beginning, about sharing information concerning Follow Through. And, so, there were deliberate efforts made to restrict the amount of information.

So, I felt that it was something that really needed to be done, and it was worth the effort to attempt to do it.

So, those are my reasons, an attempt at justifying a line of activity that I've been engaged in for many years now.

The thing that I've seen develop over the years in Follow Through is that there have been new possibilities for the mission of Follow Through.

I was interested in the statement that you made, Mr. Petri, about the original intent in Follow Through. And I agree with you that this intent to devise and evaluate and refine these approaches to childhoold education, that this was the stated mandate of the project.

But sometimes when you get researchers involved in something strange things begin to happen. You find that this effort is much more complicated than what it might have appeared at the beginning. You also find, perhaps, that there are opportunities for exploiting the results of the work that may open up as time goes on.

So, I'm not sure whether we could get here, in our group, a consensus on exactly what the mission of Follow Through is at this moment.

But it's clear to me that there's a very great opportunity for Follow Through to engage in dissemination activities to service the needs of other school districts where individuals recognize the needs for improving education.

It's also clear to me that a very major concern in school districts is how do we really slice completely this Gordian knot that has thus far prevented the children from economically poor backgrounds of being able to progress all the way up the educational system, not just through preschool, not just through kindergarten and the first three grades. But what about this problem where we develop this bottleneck effect up around the sixth, and seventh- and eighth-grade levels? What is it that's going on there?

You know, we started out in this mission of helping children from poor economic backgrounds by hoping that just a few weeks in a Head Start project would solve this problem.

Then we went ahead and decided that maybe we should have a whole year of Head Start and perhaps that would do it.

Finally, we decided that a still stronger treatment was necessary. So, we implemented Follow Through.

And, now, indeed, we find that the effects of Follow Through are frequently extremely positive, but that still as these children progress through education that there are, for whatever reasons, impediments to their progress that are not being overcome at the upper grade levels.

So, the things that I hear, and I must say that these requests are coming from the school people themselves, they're not coming from researchers or other groups, that this interest in both the dissemination activities and the expansion of Follow Through up through the higher grade levels, that this comes from the people in the schools. Because they're doing everything that they know to do, and they recognize the positive effects of Follow Through, but they also recognize that this problem that they're dealing with is bigger than they are at this point.

So, in a sense, what they're doing is to kind of issue another call for the cavalry. And in this instance I would view that the cavalry are indeed the Follow Through sponsors. Because the sponsors are those people who have that reservoir of brain power, of techniques, and most important, I would say, a framework within which it is possible to learn from experience.

And the school people, then, working with the sponsors, assimilate what the sponsors are talking about. And in time they become competent to carry on this work with the role of the sponsors being lessened greately.

However, I must say that in the type of thing that we're involved in in Follow Through I do believe that some kind of consultation function is probably required because there are problems that come up.

Every time you try to effect change in a new educational environment, nothing works exactly the same way it did over in the other community where it may have been successful. So, you do need people who understand how it's possible to encounter a problem, analyze the elements of the problem, and work out a resolution for the problem.

This is really the heart and soul of effective innovation. It's being able to identify the problems, confront the problems, and overcome them. In this way you build a esprit de corps in the group of people working with you, so that they no longer dread problems, they look forward to problems.

This I think is the important ingredient that sponsorship in Follow Through brings to this project that has been missing in most of the other efforts to improve education.

Now, do I have a—do you want me to stop here soon?

Mr. **Kildee**. If you could summarize now.

Mr. **Rhine**. All right.

I would just say that the successes of Follow Through are impressive. I'm not going to repeat the 20 or so points that I've made in my prepared statement here. But certainly these critical ones near the top of the list, many successful educational programs for children from economically poor home backgrounds, enthusiastic support, and participation by parents of children enrolled in Follow Through classrooms, an increase in possibilities for parents to exercise freedom of choice in selecting educational programs for children, and progress in teaching basic academic skills more effectively.

These are in particular, I think, the very important justifications for the past and for the future of Follow Through.

I would hope that in talking about the future of Follow Through that will emerge again, hopefully, from the reauthorization action that two areas will, indeed, receive very close scrutiny. One of them is to make the dissemination activities more widely available. Second, to begin to look at the possibilities for extending the effects of Follow Through beyond third grade level, up through the higher grade levels.

Mr. KILDEE. Thank you very much, Dr. Rhine.

[Prepared statement of W. Ray Rhine follows:]

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February 20, 1986

Prepared Statement of W. Ray Rhine, PhD., Professor, Behavioral Studies Department, School of Education, University of Missouri - St. Louis

I. Introduction

I appreciate the invitation from Chairman Kildee to provide information and comment concerning the accomplishments and future prospects of the Follow Through Project to members of the Subcommittee on Human Resources of the U.S. House of Representatives Committee on Education and Labor. My knowledge about the project since it began in 1968 causes me to be enthusiastic concerning the capabilities of Follow Through for making additional important contributions in the national interest. Improving the quality of schooling for America's children encourages domestic productivity and tranquility, as well as successful responses to predictable military and economic challenges of our geopolitical leadership among nations. This statement includes information about my background and participation in Follow Through, and additional comment on both the accomplishments and future of Follow Through.

II. My Background and Participation in Follow Through

My academic and professional experiences include 5 years as a school psychologist (Bureau of Child Study - Chicago Public Schools; Public Schools - Madison County, IL), a PhD in psychology from the University of Texas - Austin and 1 year as an assistant professor at that university, a postdoctoral fellowship in psychology and educational research at Stanford University, and 1 year in educational research with the American Institute of Research (AIR) in Palo Alto, CA. Beginning in the Summer of 1968, when Follow Through began, I was employed for 3 years as a research psychologist and task leader in the national longitudinal evaluation of Follow Through conducted in the Urban and Social Systems Division of the Stanford Research Institute (SRI) in Menlo Park, CA. Since 1971, I have been a faculty member of the Behavioral Studies Department, School of Education, University of Missouri - St. Louis. During the Fall of 1981, I served as a Policy Research Fellow at the National Institute of Education (NIE), including participation in a number of planning sessions on Follow Through. Since 1971, I have not been employed in Follow Through, nor have I received any financial remuneration or grant funds from the project.

My activities in research and publication include many papers and symposia presented to meetings of the American Educational Research Association (AERA) and the American Psychological Association (APA), a number of articles, and a book: Making Schools More Effective: New Directions From Follow Through. New York: Academic Press, 1981. Copies of front matter from the book and of an article ("Role of Psychologists in the National Follow Through Project." American Psychologist, 38, 1983, 288-297) are presented here (Appendix I-A, I-B). These materials provide a base of information for the remainder of my comments. A copy of the book on Follow Through was delivered to this subcommittee several years ago (Andrews/Clay - Appendix I-C).

The University of Missouri is an equal employment and educational opportunity institution.

III. Accomplishments of Follow Through

If criteria to establish the success of Follow Through had been stated ten (10) years ago, the list probably would have included evidence of notable performance on these parameters:

1. Many successful educational programs for children from economically poor home backgrounds.
2. Enthusiastic support and participation by parents of children enrolled in Follow Through classrooms.
3. An increase in possibilities for parents to exercise freedom of choice in selecting educational programs for their children.
4. Progress in teaching basic academic skills more effectively.
5. Consistency between statements of the Secretary of the Department of Education and the goals and accomplishments of Follow Through.
6. Strong statements of support for Follow Through from prominent politicians, authors, and other public figures, who might otherwise oppose social programs generally.
7. Evidence that information about Follow Through is pulsing positive change in education in countries other than the United States.
8. Favorable comments about Follow Through in publications such as Time, New York Times, Washington Post.
9. A public, data-based approach to improving the nation's schools.
10. Formation of resource centers that make the advances in Follow Through available to citizens, parents, and educators throughout America.
11. Greater accountability in education.
12. An active interest in the role of values in schooling.
13. Progess in education that clearly supports the effective implementation of vital military and economic policies to project American geopolitical influence among nations.
14. Evidence of a vast fund of information, techniques, and capabilities that may be applied successfully to other levels of education, and perhaps to social concerns other than those in education.
15. Publication of research and educational/social policy literature on Follow Through in professional journals and books that meet the highest academic standards.
16. Long-term commitments and cooperative working relationships between parents and professional educators in local communities with researchers in universities and regional research laboratories.
17. Bipartisan support in the U.S. House of Representatives for legislation such as H.R. 2148.
18. The publication of information about Follow Through in contemporary textbooks on educational curriculum and child development.
19. The influence of Follow Through in stimulating a strong interest among behavioral/social scientists in the production of socially-relevant "practical" knowledge, in addition to traditional "theoretical" knowledge.
20. In summary, evidence that Follow Through is perhaps the most successful enterprise ever developed to improve schooling in America through cooperative, constructive working relationships among parents, professional educators, researchers, and government at local, state, and federal levels.

Each of these statements can be supported by strong documentation, but my comments here are limited to the first ten (10) points.

1. Many successful educational programs. A large number of local Follow Through programs have been identified as "exemplary" through the results of the national longitudinal evaluation, evaluations by model sponsors, evaluations by local school districts, and the deliberations of the Joint Dissemination Review Panel (JDRP). Information about these exemplary programs have been made available to the nation through the National Diffusion Network (NDN) and Follow Through resource centers.

2. Enthusiastic support and participation by parents. The widespread enthusiastic support by parents who have participated in Follow Through is well-known to the members of this subcommittee. Participation by parents has included serving as teaching assistants in classrooms, increasing levels of education through the completion of requirements for high school diplomas and/or degrees from colleges/universities, and attendance in parent education activities to improve abilities to teach their children at home.

3. Parents exercise freedom of choice in selecting educational programs. Follow Through began with representatives of local communities selecting the educational approach that they wished to implement in their schools. The planned variation strategy in Follow Through permitted the implementation and evaluation of many educational approaches that may be grouped into these four categories: (a) approaches derived from the principles of contemporary learning theory in which teachers employ behavior modification techniques, precise instructional objectives, and systematic reinforcement procedures; (b) approaches based on theories about the stage-related evolution of cognitive structures and processes in which teachers encourage children to plan, complete, and evaluate many of their own activities in classrooms; (c) approaches that focus on developing self-actualization in which teachers seek to develop positive self-concepts and decision-making capabilities among children in nurturant, responsive learning environments; and (d) approaches that feature client-controlled approaches in education in which teachers and parents cooperate in developing curriculum materials and instructional processes that are appropriate for each community. The functions of the Follow Through resource centers and the National Diffusion Network contribute substantially to increasing the exercise of freedom of choice in selecting educational programs in local communities. Clearly, the effect of Follow Through has been to greatly increase the exercise of informed choice for parents.

4. Progress in teaching basic academic skills more effectively. The research results and anecdotal reports of the success among Follow Through programs in improving academic performance of students are numerous indeed. Generally, the evidence consists of data indicating that levels of academic performance have been dramatically increased toward raising performance to approximately the 50th percentile of performance, according to national norms. Published reports of such results include three (3) articles published recently (1983-1984) in the Elementary School Journal, volume 84, Issue Numbers 2 and 4. These articles document the improved performance of children enrolled in Follow Through classrooms in the Ocean Hill-Brownsville section of Brooklyn. In some communities, parents of children from middle-class economic backgrounds insisted that instruction provided in Follow Through classrooms also be provided for their children.

5. Consistency between statements of Secretary Bennett and other administration spokespersons and the goals and accomplishments of Follow Through. One of

the most gratifying developments is that Follow Through now appears to be in line with many developing themes articulated by Secretary Bennett and other spokespersons for the application of what has been called the "Reagan Revolution" to education. For example, much is spoken now concerning educating children from economically poor families more effectively, examining the purpose of schooling in America, encouraging citizen participation in decision-making on education, and enabling parents to exercise freedom of choice in selecting educational programs for their children. Other current issues in education include accountability, teaching basic academic skills, and the role of values in schooling. The successes of Follow Through in addressing these important issues on a small scale merit careful consideration in decisions on improving the quality of the nation's schools.

6. Strong statements of support for Follow Through from prominent politicians, authors, and other public figures, who might otherwise oppose social programs generally. Statements of support for the work of Follow Through have come from President Ronald Reagan, Senator Jesse Helms, economist Henry Kaufman, and many others. The critics who generally oppose social programs, but express strong support for efforts to improve childhood education, include Dr. Charles Murray, author of the book, Losing Ground: American Social Policy 1950-1980 (New York: Basic Books, 1984). Dr. Murray has stated publicly, and to me personally (we both were employed by the American Institute for Research), that he advocates increasing substantially the funding for such projects as Head Start and Follow Through. He stated that these are wise investments toward coping effectively with such critical social problems as teenage pregnancy, substance abuse, and delinquency, since all these appear to be linked causally to inferior levels of educational achievement.

7. Evidence that information about Follow Through is pulsing positive change in education in countries other than the United States. Follow Through is now in the mainstream of thinking about the improvement of schooling in America and in many other countries. My correspondence includes exchange of ideas about Follow Through with educators and researchers who are working toward improved schooling in many other countries, including Taiwan, England, Portugal, West Germany, and Denmark. Two illustrative letters (Mosher and Evans - Appendix I-D) are presented here. In addition, favorable comment about Follow Through has appeared in foreign publications, such as the London Times.

8. Favorable comments about Follow Through in Time, New York Times, and Washington Post. Copies of some materials on Follow Through that appeared in these sources are presented here (Appendix I-E).

9. A public, data-based approach to improving the nation's schools. The responsible approach to school improvement in Follow Through is in marked contrast to some recent attempts to "merchandise" private educational approaches. Recently, Channel 2 (ABC) in St. Louis requested that I serve as a respondent to remarks by a representative of the Sylvan Corporation, based in Portland, OR. This corporation is franchising remedial instruction programs across the country, programs that require an up-front investment of approximately $75,000. Apparently, a large number of these units are now in place. In preparation for the 30-minute program, I reviewed some published promotional materials for the Sylvan approach. One claim was that children enrolled in a Sylvan program (at the cost of more than $1,000 per child) would, on the average, progress one year in academic achievement. During the program, I stated that

the concept of the "average" gain of one year per child appeared to imply that some children had gains greater than one year, but that others would gain less than one year. The Sylvan representative replied that actually most children gained far more than one year of academic progress, some as much as 4 or 5 years. I stated that if, indeed, this impressive statement was correct, it would be necessary for many children to make no gain at all and for some to be performing at much lower levels at the close of their attendance in the Sylvan program than they were at the beginning. In response to my inquiry concerning the availability of objective evaluation results on the effects of Sylvan, the representative replied, "A clinical psychologist is working on that."

I concluded my inquiry on the issue by asking, "Are you in a position to guarantee parents that their children will indeed make one year of gain in academic performance during their enrollment in the Sylvan program?" The answer was "No." In a recent article in Time (February 3, 1986), the proponents of Sylvan cited as evidence for the success of their approach only hope and individual anecdotal reports.

Some individuals may claim that Follow Through has been evaluated far too much. Maybe so. But Follow Through has implemented a public, responsible, data-based approach to educational change and improvement. If we accept less than this level of evidence to promote educational change in America, we are deceiving citizens and we will deserve the chaos that results. There are real hazards in attempting to merchandise education in the manner that we sell toothpaste, cereal, or beer.

10. Formation of resource centers. The establishment of resource centers in Follow Through was a commendable step toward informed public decisions on education in our country. These centers, which presented information to the nation about the notable accomplishments of "exemplary" programs in Follow Through, did much to place Follow Through in the mainstream of thinking about improving schooling. Citizens in large numbers of communities have been influenced to consider educational change and improvement through participation in Follow Through, visits to resource centers, or reading published materials about the project. For example, one of the resource centers was established in E. St. Louis, IL, located just across the Mississippi River from St. Louis. The work of Follow Through in this community has yielded extremely positive results. Follow Through was implemented in seven (7) of the lowest performing schools in that city. Those seven schools are now among the highest performing schools in E. St. Louis. Students once had average academic performance at approximately the 15th percentile, according to national norms, at end of third grade; now, the average academic performance level is at approximately the 50th percentile, according to national norms.

    The resource center established in E. St. Louis was a huge success. Representatives of more than 50 communities in America sent representatives to observe successful educational procedures, and many of these communities adopted these procedures. Representatives of the E. St. Louis School District worked in communities located throughout the country to assist in improving schooling. Parents were pleased, school personnel were pleased, members of local school boards were pleased. Local parents had worked with local school personnel to improve education, and they now were sharing their success with other communities. Researchers from universities had made important contributions, and the same may be said for local, state, and federal levels of government. Unfortunately, the funding to the resource center became so uncertain that the E. St. Louis Board of Education, with deep regret, withdrew from implementing the resource center.

Recently, Dr. Clarence Goldsmith, Assistant Superintendent in the E. St. Louis schools, told me that there was strong, unanimous support for the work of Follow Through and for the work of the resource center in E. St. Louis. But he stated that the members of his School Board could not support the continuation of the resource center unless the funding was predictable. He also stated that he wished Follow Through could be extended further up through grade levels to study academic performance of older students. According to Dr. Goldsmith, the impressive gains that children make up through the end of 3rd grade weaken at later grade levels. He believes that this is a major problem in education, one that Follow Through sponsors are well-equipped to address and resolve. Dr. Goldsmith stated that, if the proper changes were forthcoming in funding for Follow Through, he would recommend enthusiastically the resumption of Follow Through activities in E. St. Louis.

IV. Future of Follow Through

The Congress has made wise, far-sighted decisions in the national interest by both establishing Follow Through and providing bipartisan support for the effort, including passage of H.R. 2148. The problems addressed in Follow Through do not yield to "quick fixes" or to glib, undocumented claims of victory. Acquiring the knowledge and techniques to educate citizens who can maintain and enhance our tradition of freedom requires and deserves long-term commitments of resources. Continued pursuit of this goal by Follow Through is justified by numerous successes, including the demonstrated capabilities (1) to learn from experience and (2) to assure informed citizen participation in all phases of implementation, research, and dissemination.

It seems likely that Follow Through, or some other longitudinal effort by a different name, will be required to protect the national interest in education, particularly as it pertains to military and economic preparedness. In addition, the project appears to be an excellent vehicle for addressing the increasing pressures for citizen participation in decisions about schooling during the remaining years of this century. The accomplishments of Follow Through have earned enthusiastic public support. These outcomes are a source of gratitude and pride for all individuals who have worked to make Follow Through a success. The effort has evoked strong feelings of hope and aspiration among diverse groups of individuals who care deeply about the commitments and goals represented. Controversies, when they occur, serve to validate the importance of the goals of the project and to reveal the vital energies that exist in our society for accomplishing those goals.

Discussions on the future of Follow Through should incorporate the following considerations:

1. Public support for Follow Through. Both the original intent in Follow Through and what the project actually became are important in framing the future of the effort. This perspective insures that the perceptions and wishes of large numbers of parents, children, and school personnel will be included in a proper assessment of the progress, accomplishments, and future prospects for Follow Through. The success of Follow Through requires continuation of the broad base of public support.

2. Research foundations for Follow Through. The research that was cited in support of the initiation of Head Start and Follow Through has been strengthened over the years. Conclusions concerning the plasticity of growth processes during the early, preschool years, as well as the promise of effective intervention to promote positive growth and development, remain intact. Indeed, much research, including results of longitudinal studies, has served to strengthen these conclusions. For example, from his longitudinal studies of more than 1,000 children in the St. Louis area from birth through age 18 years, Dr. Thomas E. Jordan, my colleague at the University of Missouri - St. Louis, concludes that levels of development attained by children during their preschool years strongly affects their subsequent academic achievement levels. Jordan believes that the problems of adolescent delinquency can be traced unequivocally to influences in the early years of schooling. Therefore, public policy leading to effective intervention in the childhood years is strongly indicated.

3. Extending Follow Through to higher grade levels. There has been significant progress toward developing effective education for children from economically poor homes, but much remains to be accomplished. When Head Start began, it was hoped that a brief, enriched educational experience would enable the children enrolled to avoid future failure in schooling. When that hope was frustrated, Follow Through was initiated to provide effective education in kindergarten and the primary grades. Many successful programs have been developed in Follow Through, but more research and development activities are required now to extend the successes of Follow Through to the end of the elementary grades and beyond into the high school years. Clearly, there should be strong support of resource centers to communicate information about "exemplary" Follow Through programs. Based upon the successes of Follow Through, similar levels of success at higher grade levels now appear to be practical possibilities. The implementation of H.R. 2148 appears to focus in this direction.

4. Application of planned variation and sponsorship to higher grade levels. The use of the planned variation strategy and the sponsorship mechanism that proved effective in Follow Through should be reviewed to consider their potential for extension to grade levels beyond third grade. The resources of researchers and educators in universities and regional laboratories have been an essential component in the success of Follow Through. The strong emphasis on the utilization of knowledge in planning and expediting Follow Through has had important reciprocal advantages for the improvement of education and for efforts in the university/research community to improve the knowledge base for this activity.

5. Implications of rapid social change for Follow Through. Prior to the late 1950's, critical examinations and reform movements in education in America occurred at intervals of approximately 25-30 years. But in recent years, critical public scrutiny of education and recommendations for reform have occurred at more frequent intervals. The Sputnik incident promoted intensive analysis and criticism of education during the late 1950's and early 1960's. The unrest of the Vietnam Era contributed to another period of analysis and reform in education during the early 1970's. The concerns about teaching basic academic skills more effectively, accountability, parent participation, freedom of choice, and other issues pulsed analysis and recommendations for reform during the early 1980's. Apparently, our society is increasingly attuned

to the critical role of educational excellence in assuring the well-being of our nation. Under these circumstances, an effort such as Follow Through is well-qualified to provide essential information concerning perceptions of parents and other citizens, student performance, and the use of knowledge about children's growth and development in formulating effective educational programs.

Appendix I-A

*Copy of Front Matter From
Book on Follow Through*

Making Schools More Effective

New Directions from Follow Through

EDITED BY

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With a foreword by
EDWARD F. ZIGLER

1981

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For
All those individuals who worked
to make Follow Through a success

Project Follow Through is an immensely important milestone in the search for more varied and better ways to educate children, disadvantaged or not. We now have a clear precedent for change in public school education.

[McCandless, B. R., & Evans, E. D. *Children and youth: Psychosocial development.* Hinsdale, Ill.: Dryden Press, 1973. Pp. 448–449]

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Foreword

This volume merits careful attention by all those individuals who want to help improve the nation's schools. For many reasons, this book represents an important contribution to a growing body of literature on the utilization of the social sciences in intervention research to strengthen educational programs. The content of the various chapters illustrates that reports of applied, problem-focused research can be well-organized, informative, and interesting to read. Detailed descriptions of Follow Through educational models reveal how researchers used the resources of the social sciences and much practical knowledge gained from their own extensive experience in schools to plan, implement, and evaluate their innovative approaches for educating economically disadvantaged children. Reading this book encourages feelings of optimism that in the years ahead advances such as those accomplished in Follow Through may be used to enhance greatly the educational and life opportunities of children from low-income families and indeed for all children.

In the mid-1960s, the consensus in America supported a war to eliminate poverty. But how was this formidable task to be accomplished? Numerous causes for poverty could be cited—including powerful economic, political, and cultural forces that tended to perpetuate the status quo. Even the educational system appeared to be contributing to inequality of opportunity. According to the American ethos, education was expected to serve as the great equalizer of the population. Indeed, education had been the means for acculturating and assimilating the disparate immigrant groups when they arrived at this country's shores. Americans felt justified in believing that equality of education opened to each and every individual the door to unlimited opportunities for wealth, prestige, and the good life in general. But the nation no longer could overlook the glaring fact that certain ethnic, racial, and rural groups were excluded from access to the American dream. These groups remained poverty stricken from generation to generation. Although many causes might be implicated in the continuing plight of economically disadvantaged children, the failure of the educational system to meet their needs could no longer be ignored.

Why was the educational system unable to educate children of the poor? The system as a whole did not seem to be at fault, as it appeared to be successful in meeting the needs of many children. Perhaps, then, the cause lay in economically disadvantaged children themselves. It was known that these children entered school with inadequate cognitive skills, as compared to their more affluent peers. Thus, many individuals concluded that the initial deficiencies of disadvantaged children prevented them from performing as well as other children in the regular educational program. This reasoning appeared to explain why students from low-income backgrounds had lower levels of academic skills than their peers when they completed their school experience and, therefore, why they could not compete effectively for jobs. When the problem of poverty was represented in this manner, the solution appeared to require a preschool intervention program to increase these children's cognitive and social skills, so they might profit as much as other children from the educational opportunities provided in school. Then, when poor children completed their formal schooling, they, too, would be eligible for high-level jobs and careers—and thus the vicious cycle of poverty would be broken.

In a simplified manner, this account describes the type of thinking that led to the development of Head Start and eventually to Follow Through. A more lengthy description of events that supported the initiation of these two projects is presented in Chapter 2 of this volume. Many individuals expected the students who received the benefits of both Head Start and Follow Through to acquire momentum that would propel them into a more optimal course of development. Then, the children were expected to sustain this new desirable trajectory of development during the remainder of their school attendance and during their adult years. Also, a central goal of Follow Through was to discover "what works best" in the education of poor children.

During the past 15 years, I frequently have expressed support for Head Start and have observed with interest the evolution of Follow Through. My views about the accomplishments and significance of Head Start have been stated in many publications, including a recent volume entitled, *Project Head Start: A Legacy of the War on Poverty* (New York: Free Press, 1979), which I co-edited with Jeanette Valentine. My initial contact with Follow Through was in the summer of 1967, when I served as a member of the national Follow Through Advisory Committee. The individuals in that group made a number of recommendations about the structure and functions of the new project. Ray Rhine and his colleagues completed this volume to describe the results of their participation in Follow Through and its implications for education, research, and social policy. Taken together, these two books contain much needed information about the history and performance of Head Start and Follow Through, as well as the future prospects for improving educational and life opportunities for children and their families who participate in these projects.

Follow Through was planned to be both a large-scale ecological study on the effects of a variety of educational models for economically disadvantaged children and an attempt to extend the benefits of compensatory education for these children as they advanced through kindergarten and the primary grades. The model sponsors who were selected to participate in the project differed in their visions of the goals of education and the methods for attaining them. In this volume, the authors of chapters on five Follow Through models share with us the knowledge they gained from more than a decade of experience in implementing their approaches, including successes, failures, and suggestions for improving the implementation of the models. Without a doubt, the accomplishments of each model described in this book are impressive. Throughout the chapters on the various models, the achievements of Follow Through are seen in the documentation of marked improvement in children's reading, mathematics, and language skills; an increase in children's feelings of self-esteem and other motivational, affective characteristics; and an increase in parents' educational skills, teaching ability, and involvement with their children.

Two prominent features of Follow Through are the use of scholars to develop educational interventions and the planned variation of the interventions. These features were designed into the project so educators, researchers, and citizens could decide eventually which educational approaches provide the greatest benefits to students and their families. Therefore, a large part of the discussion about these approaches focuses on the problem of evaluating each model fairly and comprehensively. Because the original intent in Follow Through was to compare various educational models, evaluation is an important issue. But reviewing the outcomes of evaluation studies reported in this volume does not compel readers to conclude that one model is superior to all others. The results of a number of evaluations indicate that each model has its merits and value.

Therefore, the true winner of any contest that may have occurred in Follow Through has been the nation as a whole. One important result of Follow Through is that the nation now has an array of educational programs that have been proven to be effective in teaching economically disadvantaged children.

Although the issue of which model provides the most gains to children and their families is a difficult one to resolve, the book does answer the question of "what works best" for children. What works best is continuity of high-quality educational experiences. Economically disadvantaged children, like all children, develop optimally so long as they receive the attention of caring and able persons who are committed to providing educational programs that are adapted to children's needs. The children appear to gain in proportion to the amount of time they spend in such an environment. After they leave this optimal environment, their further development usually is not maintained at the same level.

A number of investigators have reported that children are unable to maintain all the gains they achieve in Head Start and Follow Through when they leave these programs. Some individuals have construed these findings as contrary to the original expectancies for these programs and, therefore, as evidence that the programs have failed. However, perhaps what is faulty is the conception of economically disadvantaged children as substandard individuals who, after their achievement levels are made commensurate with other children, can be processed efficiently through the remainder of their school experience by the machinery of the regular school system. But accumulating evidence suggests that it is unreasonable to expect disadvantaged children to sustain and build upon their gains from short-term compensatory programs unless they receive continued support from an optimal environment. This may be the most important lesson from Head Start and Follow Through.

This lesson has profound theoretical and practical implications. Head Start and Follow Through were developed during the 1960s when the notion of "critical periods" in children's development was widely accepted. Many researchers were attempting to discover critical periods during which particular interventions would guarantee children's optimal future development. Underlying the concept of critical periods is the belief that development proceeds as a series of propulsive events. According to this position, children who receive proper stimulation during a critical period are hurled in the correct developmental direction, and they require little further guidance in order to arrive at their appropriate developmental destination. Furthermore, appropriate experiences during the next critical period serve to propel children to the next developmental landmark. In contrast, the results of Head Start and Follow Through suggest that continuity of support and guidance over the years, not critical periods of special stimulation, may be the true basis for optimal development. Head Start and Follow Through also demonstrate that children attain developmental success when their families, schools, and communities provide consistent and integrated patterns of experience. This continuity of experience is required not only across time but also across social institutions.

Continuity of experience is essential in efforts to encourage more successful developmental patterns among economically disadvantaged children. Throughout the development of advantaged children, their total environment is characterized by complementary cultural values and experiences. Disadvantaged children who attend compensatory programs do not have the benefit of such continuity. Although their parents and part of the community also may be involved in these programs, much of the remainder of their environment lacks a consistent emphasis on academic values and the skills that are necessary for success in school. Moreover, when they leave these special programs, the children typically enroll in other school programs that are less stimulating. If children are unable to sustain their developmental gains in Head Start and Follow Through, the reason may be that the gains are not reinforced during subsequent stages of growth. The writers of this book and sponsors of other Follow Through models have demonstrated that high-quality educational interventions for children from low-income backgrounds can be designed to achieve and maintain developmental gains over prolonged periods of time. The clear message from Follow Through is that such programs should be extended as required during the whole developmental period of the economically disadvantaged child.

Head Start and Follow Through were developed to answer the question, "Why do economically disadvantaged children fail to benefit from the American system of equal educational opportunity?" However, the results of these projects have raised questions about the correct conception of equal educational opportunity. The outcomes of Follow Through indicate clearly that the ideal of equal educational opportunity does not imply that all children must proceed along the same educational path. Rather, educators should recognize the individual needs of children and provide teaching-learning experiences that enhance each child's development toward his or her full potential. Only when this ideal becomes a reality will the nation achieve its dream of equal educational opportunity for all.

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Preface

The national Follow Through Project is a unique longitudinal experiment in education that has been funded by the United States Office of Education (USOE) since 1967. The federal government has invested almost one billion dollars to assist educators and parents in local school districts to create a variety of new model program approaches for educating children in kindergarten and the primary grades. The program sponsors, or developers, who are researchers in child development and education in either universities or educational laboratories, perform key responsibilities in Follow Through. They and their staffs provide much of the expertise, supervision, and leadership for generating and refining the model programs through many developmental cycles. Each sponsor's approach is constructed around a distinct, coherent set of ideas about child development and education.

The purpose of the present volume is to describe the origins and unique characteristics of Project Follow Through, and to present cohesive descriptions of five of the most visible and widely implemented models. Follow Through is a landmark in the history of American education because it represents an important advance in the use of empirical and systematic methods to develop and evaluate educational programs. The results and implications are increasingly recognized as a timely contribution to the national debate on contemporary educational issues such as the purpose of education in our society, accountability, "return to basics," parent participation, and both preservice and in-service education of teachers. Furthermore, the project already has affected educational policies at federal, state, and local levels, as well as curriculum reform, evaluation research, institutional change, and the teaching of large numbers of children. Indeed, Follow Through may contribute eventually to significant change in education at all levels.

This book represents the first serious effort to organize and communicate comprehensive knowledge about educational alternatives developed in America's most extensive longitudinal research and development project in education. The contributors are social scientists, most of whom either have served as sponsors of the educational models described in this volume or have planned and supervised the construction of the models. Their experiences in the project represent a major source of original information on the uses of the social sciences in large-scale intervention research to design more effective educational programs.

This volume is intended for all researchers, practitioners, and policymakers who are concerned with the improvement of education. It will be useful especially to individuals in educational psychology, developmental psychology, educational leadership, curriculum studies, evaluation research, school psychology, and community psychology. The book illustrates how researchers used theories about child development, results of empirical investigations, and research skills to bridge the gap between knowledge and practice in education. These scientists-professionals may serve as role models for growing numbers of students who are preparing to enter careers that will require a blend of scholarly and practical knowledge.

The contents of this book also will be useful to classroom teachers, curriculum specialists, school administrators, and others who have responsibilities for educating children in the nation's schools. The descriptions of the innovative approaches to curriculum and evaluation, and the supplementary sources included among the references, contain much information that may be applied to the education of children. In addition, educational policymakers, planners, and administrators at federal, state, and local levels of government, many of whom already have some knowledge on Follow Through, will find the information about the various models to be pertinent and helpful in their efforts to provide effective educational services for America's children.

The volume is composed of nine chapters arranged in three parts. The first two chapters (Part I) acquaint readers with the major characteristics of Follow Through. In Chapter 1, Rhine explores the significance of Follow Through, explains the circumstances that influenced the preparation of this book, and summarizes each of the chapters on the model programs that are descibed in Part II. In Chapter 2, Rhine, Elardo, and Spencer review the beginnings of Head Start and other events that led to the initiation of Follow Through, and they examine the project's two guiding strategies—"planned variation" and "sponsorship." A number of conceptual systems that may be used to compare similarities and differences among the Follow Through models also are discussed, followed by a presentation of the guidelines that authors used to select and organize the information included in Chapters 3 through 7.

The next five chapters (Part II) contain descriptions of Follow Through models. Greenwood, Ware, Gordon, and Rhine, the authors of Chapter 3, discuss the *Parent Education Model*. The goal of this approach is to establish a new partnership between school personnel and parents who work together to create new learning opportunities for children and parents in homes and schools. In Chapter 4, the characteristics of the *Direct Instruction Model* are presented by Becker, Engelmann, Carnine, and Rhine. The core of this model is the DISTAR instructional materials, which were developed through the use of methods and research findings from behavioral psychology to improve instruction in basic academic skills. Ramp and Rhine describe in Chapter 5 the use of applied behavior analysis to construct the *Behavior Analysis Model*. Classroom teachers use a variety of behavioral procedures in this approach to help students gain at least one year of academic achievement for each year they are enrolled in school. In Chapter 6, Weikart, Hohmann, and Rhine discuss the *High/Scope Cognitively Oriented Curriculum Model*. This approach is derived from developmental theory, in part Piagetian, and the focus is on helping children develop the underlying cognitive processes and formal knowledge systems that they use to acquire and organize information. In Chapter 7, the distinctive features of the *Bank Street Model: A Developmental-Interaction Approach* are portrayed by Gilkeson, Smithberg, Bowman, and Rhine. The intent in this model is to adapt instruction to the growth patterns of each child in supportive and intellectually stimulating learning environments.

In the last two chapters (Part III), Rhine examines the impact of Follow Through by focusing on a number of issues that have emerged from more than a decade of planned variation research in the project. In Chapter 8, the pattern of effective cooperation among many participants in Follow Through is presented as a promising mechanism for improving educational services and generating knowledge about major concerns in the current national debate on education. In addition, selected issues in evaluation, implementation, and knowledge diffusion about exemplary educational programs are discussed. In Chapter 9, the focus is on the implications of events in Follow Through for using the social sciences to ameliorate social problems, followed by some concluding comments about the production of literature on problem-focused research conducted in large-scale intervention projects.

A major reason for organizing this volume was to increase the amount and variety of public information about Follow Through. Previously, public attention on the project had focused primarily on discussions about the planning, management, and outcomes of the national longitudinal evaluation. Many of the issues in that evaluation were examined in the May, 1978, issue of *Harvard Educational Review*. But a balanced appraisal of Follow Through also requires information from other sources, including the sponsors' experiences in program implementation and the results of their own evaluation research. The content of the present volume illustrates a variety of uses of the social sciences in problem-focused research. Thus, this book is an addition to the list of previous publications by Academic Press on the principles, methodology, and evaluation of intervention research.

Producing the final drafts of the manuscripts was a lengthy process involving frequent communication between the editor and the other authors. The editor worked with the representatives of each model to develop chapters that included essential information about the models within the format and guidelines that all contributors had accepted. Implementing the plan for completing the five chapters on the Follow Through models required that the editor also participate as an author in planning and completing each of those chapters.

For many practical reasons, the coverage in this volume was restricted to five Follow Through models. The editor and the other authors sincerely hope that the publication of this book will encourage others to publish materials about the models developed in Follow Through.

Acknowledgments

The generous efforts of many individuals were necessary in order to complete this volume. The authors maintained their commitment and enthusiasm through numerous iterations of the manuscripts for the chapters. Special appreciation is expressed to Richard Elardo and Edward J. Barnes. Elardo, my former colleague in the School of Education at the University of Missouri-St. Louis (UMSL), is now Associate Professor of Early Childhood and Elementary Education, Educational Psychology, Measurement, and Statistics, and Director of the Early Childhood Education Center at the University of Iowa. He helped solve some difficult conceptual and organizational problems encountered during the early stages of the completion of the volume. Barnes, late Deputy Director of the National Institute of Education (NIE), strongly supported the preparation of the book. He made many constructive responses to early versions of the prospectus before his sudden death in 1975.

Other individuals who helped in a variety of ways include: Lois-Ellin Datta, NIE; John A. Emrick, John A. Emrick Associates, Los Altos, California; Cyrus Rubeck, National Diffusion Network (NDN) of the USOE; Joseph S. Wholey, Deputy Assistant Secretary for Evaluation in the office of the USOE Assistant Secretary for Planning and Evaluation; Rosemary Wilson, Director of the national USOE-Follow Through Project, and Pat

Gore, a staff member of USOE-Follow Through. Throughout the endeavor, several members of the editorial staff of Academic Press provided encouragement and perceptive consultation. William F. Frazen, Dean of the UMSL School of Education, supported the completion of the volume by providing advice and essential logistical support. Appreciation also is expressed to Patricia A. Martin, Susan L. Stassi, and Erma J. Young, secretaries in the UMSL Department of Behavioral Studies, for their gracious, goodhumored support and technical assistance.

Finally, grateful recognition is due to the thousands of professional educators, parents, and children whose participation in local Follow Through programs made possible the accomplishments reported in this book.

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P. 253: From Mitchell, L. S. *Our children and our schools*. New York: Simon and Schuster, 1950. P. 14.

Pp. 253-254: From Shapiro, E., & Biber, B. The education of young children: A developmental-interaction model. *Teachers College Record*, 1972, *74*, 59-60.

Pp. 298-299: From Wisler, C. E., Burns, G. P., & Iwamoto, D. Follow Through redux: A response to the critique by House, Glass, McLean, and Walker. *Harvard Educational Review*, 1978, *48*, 179. Copyright © 1978 by President and Fellows of Harvard College.

P. 299: From Anderson, R. B., St. Pierre, R. G., Proper, E. C., & Stebbins, L. B. Pardon us, but what was the question again?: A response to the critique of the Follow Through evaluation. *Harvard Educational Review*, 1978, *48*, 169-170. Copyright © 1978 by President and Fellows of Harvard College.

P. 299: From Kennedy, M. M. Findings from the Follow Through planned variation study. *Educational Researcher*, 1978, 7(6), 10.

Pp. 304-305: From Mosteller, F. Comment by Frederick Mosteller. In A. M. Rivlin and P. M. Timpane (Eds.), *Planned variation in education*. Washington, D.C.: Brookings Institution, 1975. P. 17

Part I

Introduction

The future of our society is in no small way dependent upon the results produced by this creative and complex project [Follow Through].

[EVANS, E. D. *Contemporary viewpoints on early childhood education.* Hinsdale, Ill.: Dryden Press, 1973, p. 96.]

Follow Through is a comprehensive project that represents a compromise between the rigor of a highly controlled and tightly designed laboratory experiment with the popular and politically appealing feature of community participation and local control.

[RIECKEN, W. H., & BORUCH, R. F. (Eds.). *Social experimentation.* New York: Academic Press, 1974, p. 19.]

W. RAY RHINE

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Psychology in Action

The Role of Psychologists in the National Follow Through Project

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ABSTRACT: The use of planned variation and sponsorship distinguishes Project Follow Through from other social intervention projects conducted since the early 1960s. For more than a decade, large numbers of psychologists have cooperated with school personnel and parents in many communities in Follow Through programs to develop effective models of education for economically disadvantaged children. These psychologists have had major responsibilities in all phases of Follow Through, and information about exemplary educational programs is now being disseminated to schools throughout the country. The successful utilization of psychologists in Follow Through has implications for two central issues: roles for psychologists in social intervention research and future uses of planned variation and sponsorship to ameliorate social problems.

Follow Through is America's most extensive research and development project in education. The central goal has been to develop and evaluate a variety of effective model programs for educating primary-school-age children from low-income families. In 1967, Congress authorized a comprehensive "follow-through project" to maintain and strengthen gains made by Head Start[1] graduates as they progressed through kindergarten and the primary grades. Many individuals expected that Follow Through would quickly become a vehicle for providing social, educational, and other services to hundreds of thousands of children, but the project's funding for the first two years was limited to $15 million.

The lower-than-expected funding for Follow Through necessitated that the project's goals be reviewed and revised in a series of planning meetings that were convened in Washington, D.C., during 1967–1968. A group of psychologists that included Urie Bronfenbrenner, Donald M. Baer, Robert D. Hess, Halbert B. Robinson, Robert L. Thorndike, and others examined the status of research on children's development and education. Additional meetings involved individuals who had gained national recognition for planning, describing, and implementing new approaches for educating young children. The consensus was that Follow Through should evolve as an experimental, longitudinal project for using the innovative strategies of *planned variation* and *sponsorship* to create and study alternative educational models.

Psychologists have had major responsibilities in all phases of Follow Through—planning the project, administering it, designing and implementing programs, reviewing and critiquing the total effort, and evaluating outcomes. Participation in Follow Through has provided many psychologists with rare opportunities to explore the usefulness of their discipline in large-scale, educationally relevant research. The participants have included Wesley C. Becker, Courtney B. Cazden, Ira J. Gordon, Jerome Kagan, Eleanor E. Maccoby, Charles D. Smock, Margaret C. Wang, David P. Weikart, Sheldon H. White, and Edward F. Zigler. Among the organizations that have contracted to provide professional expertise are Abt Associates, Inc., Biodynamics, Inc., Educational Testing Service, National Opinion Research Council, National Training Laboratories, Social Science Research Council, Stanford Research Institute, several regional educational laboratories, and a number of universities.

Many of the accomplishments, problems, and

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A more extensive description of Follow Through is presented in W. R. Rhine (Ed.), *Making schools more effective: New directions from Follow Through*. New York: Academic Press, 1981.

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[1] Zigler and Valentine (1979) present a comprehensive account of the history, accomplishments, and increasing effectiveness of Head Start. The positive, long-term effects of Head Start are reported by Lazar, Hubbell, Murray, Rosche, and Royce (1977).

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future prospects of the linkage between psychology and education that has flourished during the past two decades are illustrated in the events of Follow Through. Thus, information concerning the Follow Through experience belongs in the mainstream of thinking about the utilization of psychology in the improvement of education. The purpose of this article is to discuss the following characteristics of Follow Through: (a) planned variation and sponsorship; (b) similarities and differences among educational models; (c) evaluation, implementation, and dissemination; (d) recent developments; and (e) implications.

Planned Variation and Sponsorship

The use of planned variation and sponsorship in Follow Through is in line with recommendations made by Campbell (1969), McGuire (1969), Rossi (1970), Rivlin (1971), Rossi and Williams (1972), and Riecken and Boruch (1974) in their writings on the role of psychology in planned social intervention. These authors describe a policy framework for more effective utilization of the social sciences that includes two essential components: (a) Researchers should be encouraged to analyze a target area or problem and to plan a variety of pilot approaches to the problem; and (b) these planned-variation pilot studies should be refined through several iterations of a program development cycle (which includes planning, implementation, evaluation, and revision) in order to identify their strengths and weaknesses on a small scale before any one program is enacted on a large scale.

Support for the use of psychological findings and research methods to construct and examine instructional approaches in Follow Through came from several sources. For example, the final report of the 1968 White House Task Force on Child Development (U.S. Department of Health, Education, and Welfare, 1968) recommended that the U.S. Office of Education adopt a policy of planned variation in developing and studying a range of approaches to childhood education. Many professional educators were also receptive to the utilization of psychology in a study of planned variation, noting the value of the alternative psychological perspectives on learning and instruction contained in the writings of Barbara Biber, Jerome S. Bruner, John B. Carroll, Arthur W. Combs, Ned A. Flanders, Robert M. Gagné, Robert Glaser, and others. Furthermore, school personnel and psychologists had already collaborated in developing new experimental curricula (e.g., Bereiter & Engelmann, 1966; Cazden, 1968; Deutsch, 1967; Gordon, 1967; Stendler-Lavatelli, 1968; Weikart, 1967; Resnick, Note 1).

Decision makers in the Office of Education and their advisors considered a number of options for implementing the policy of planned variation in Follow Through. The result was that a group of "model sponsors," primarily psychologists, were selected and encouraged to develop innovative educational approaches to childhood education. These sponsors had demonstrated not only effective advocacy of integrated sets of beliefs about teaching and learning but also successful applications of their approaches in school classrooms. In addition, their previous work provided evidence that if given a period of several years for development, they could construct theory-based, comprehensive programs (including teaching methods and curriculum materials) for use with children in kindergarten through primary grades and their parents.

The sponsors contracted with the Office of Education to design, implement, and monitor their models through long-term, cooperative relationships with educators and parents in school districts located throughout the country. Some sponsors agreed to work with as many as 20 school districts; others agreed to work with fewer. Most sponsors and their staffs are based at colleges, universities, or regional educational laboratories.[2] Follow Through programs have been implemented in 178 communities located in all 50 states, the District of Columbia, Puerto Rico, and the Virgin Islands.

Consistent with the intent in the strategy of planned variation, the sponsors have derived their instructional models from the spectrum of philosophical and psychological theories about the growth and education of children as well as from the results of empirical research on child development. The models produced in the Follow Through Project are integrated descriptions of optimal conditions for teaching and learning. These models serve three essential functions: (a) They provide tentative explanations, or sets of hypotheses, about the effective approaches to teaching and learning; (b) they serve as guides for generating educational goals and objectives, prescribing instructional procedures and materials, and conducting research; and (c) they serve as frameworks within which to apply the results of evaluation research to modify and elaborate the components of models and to improve instructional procedures, materials, and program evaluation.

Adapting the knowledge and methodology of psychology to the complex requirements of a large-scale educational intervention project during the turbulent years of the late 1960s and early 1970s was a difficult task (Rhine, 1981). There has always been strong emphasis in Follow Through on ethnic minority representation and meaningful participation by parents and local educators. This orientation often appeared to transform the project into a lightning rod that attracted flashes of energy generated by the discontent and demand for social justice that surged through the larger society (Rivlin & Timpane, 1975; Weikart & Banet, 1975). Few sponsors were prepared for the challenges they encountered while performing such tasks as developing curriculum materials, providing inservice education for teachers, identifying and organizing classroom procedures, and coordinating program initiatives in schools and communities scattered throughout the country. Consequently, most sponsors had to acquire a great deal of new knowledge about the requirements for conducting long-term intervention studies in public school systems.

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[2] A total of 13 sponsors initiated Follow Through models during the fall of 1968. Subsequently, other models were incorporated into the project. Rhine (1981) contains a list of models and sponsoring institutions. The Head Start planned-variation experiments that were initiated after Follow Through began are described by Datta (1975).

The working relationships that have been established among psychologists serving as model sponsors, school personnel, and parents are a distinguishing feature and strength of Follow Through. The sponsors and their staffs have used their knowledge about behavior to help citizens in local communities improve educational services. Hodges, Sheehan, and Carter (1979) comment, "Sponsors were no longer consultants, nor were they simply advocates. Sponsors were on-the-job adult educators who still had to consult and advocate, but who could no longer ignore the problems of meshing an idealized program into the real world of schools and communities" (p. 668).[3]

Another important feature of sponsorship is that it enables federal administrators to delegate the responsibilities for program development and implementation to the sponsors and individuals in local communities. This procedure has minimized controversies over control of school programs and yet permitted administrators at local, state, and federal levels to exert necessary influence over the management of Follow Through. On the basis of a detailed study of the organization and management of Follow Through during the period from 1967 to 1974, Elmore (1976) concludes that the "sponsored model mechanism" is "the most important organizational feature of the Follow Through experiment, and the one that deserves closest scrutiny by designers of future experiments" (p. 381).

In testimony to Congress, Ramp (1981) listed seven primary tasks that sponsors now perform: (a) providing comprehensive, documented alternative approaches to educating low-income children and explicit guidelines, procedures, and processes for implementing each approach within a designated community; (b) providing technical assistance—including inservice education for teachers and teacher-educators—curriculum materials and other educational materials, and services for identifying and correcting problems that local educators frequently use to adapt the Follow Through educational models to meet local needs; (c) helping educators and parents understand and use research findings to develop effective educational practices; (d) helping state education agencies find solutions for urgent problems; (e) disseminating information about successful Follow Through practices to new communities, to other federal educational projects, to other professionals, and to teacher education programs in colleges and universities; (f) conducting research to improve the educational services provided in local Follow Through programs; and (g) evaluating and documenting the effects of the various educational models.

Similarities and Differences Among Educational Models

The educational models that constitute Follow Through form an educational mosaic exemplifying "diversity within unity." Both integration and diversity among models are represented because the use of planned variation and sponsorship result in both similarities and differences in the stated philosophies, basic features, and actual practices of the various models. One would expect the participants in any well-designed study of a variety of educational programs to agree on a number of goals, even when these programs are based on diverse belief systems and research traditions.

Common elements among the models include the following: (a) All have been influenced by the social, political, and research trends that have occurred during the past two decades; (b) all have been subjected to intensive scrutiny through evaluation procedures conducted by the sponsors, by the national longitudinal evaluation, and sometimes by local school districts; and (c) all have included assessing entry capabilities of students, using individual or small-group instruction, constructing positive learning environments, clarifying instructional goals, materials, and processes, encouraging children to acquire a "core" of school-appropriate behaviors, and attending properly to children's affective development.

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[3] The federal administrators of Follow Through decided to restrict the visibility of the project in the public domain to shield it from premature and inaccurate conclusions concerning outcomes. Consequently, the number of publications about the project is limited, especially during the years prior to 1975. Nevertheless, several authors have commented on the significance of Follow Through. According to McCandless and Evans (1973), "Project Follow Through is an immensely important milestone in the search for more varied and better ways to educate children, disadvantaged or not. We now have a clear precedent for change in public school education" (pp. 448–449). Riecken and Boruch (1974) describe Follow Through as "a comprehensive project that represents a compromise between the rigor of a highly controlled and tightly designed laboratory experiment with the popular and politically appealing feature of community participation and local control" (p. 19). Bergan and Dunn (1976) state, "Head Start and Follow Through represent a monumental effort to show that the intellectual competence of vast numbers of children can be altered through mass education" (p. 39). Zigler (1981) comments, "One important result of Follow Through is that the nation now has an array of educational programs that have been proven to be effective in educating economically disadvantaged children" (p. xvi). Finally, McGrath (1981) concludes that the partnership among schools, parents, and sponsoring research institutions in Follow Through "seems to have worked well for underprivileged children. But it serves another important role: as a laboratory for American pedagogy" (p. 197).

The Follow Through models may be compared and contrasted on sets of relevant psychological and educational dimensions described by many writers (e.g., Emrick, Sorensen, & Stearns, 1973; Gordon, 1968; Maccoby & Zellner, 1970; Parker & Day, 1972; Stebbins, St. Pierre, Proper, Anderson, & Cerva, 1977; Weikart, 1972). For example, Maccoby and Zellner (1970) group the models into four categories: (a) models derived from the principles of contemporary learning theory in which teachers employ behavior modification techniques, precise instructional objectives, and systematic reinforcement procedures; (b) models based on theories about the stage-related evolution of cognitive structures and processes in which teachers encourage children to plan, complete, and evaluate many of their own activities in classrooms; (c) models that focus on developing self-actualization in which teachers seek to develop positive self-concepts and decision-making capabilities among children in nurturant, responsive learning environments; and (d) models that feature client-controlled approaches to education in which teachers and parents cooperate in developing curriculum materials and instructional processes that are appropriate in each community. Maccoby and Zellner's four categories provide useful perspectives on the various models. But Glaser and Resnick (1972) conclude that although the four categories work well in describing motivation and incentives, they do not appear to represent adequately the diversity of empirical and theoretical bases in the various programs.

Evaluation, Implementation, and Dissemination

In a project so large and encompassing as Follow Through, one would expect the representatives of the various groups involved to differ sharply on many issues, including the definition of project goals and the criteria acceptable for *evaluation*. Indeed, representatives of ethnic minority groups strongly criticized what they perceived as a "pupil-change model" for implementing and evaluating the project. They believed that a "social-system change model" would be more responsive to both the educational needs of children and the broader concerns of parents for social justice and control of local institutions. Other critics, including some model sponsors, urged less emphasis on measuring cognitive, academic learning objectives and more emphasis on measuring changes in affective areas such as self-concept, curiosity, and attitudes toward learning (Rhine, 1981).

The administrators of Follow Through responded to the strong pressures for changes in evaluation by expanding the scope of measurement in the national longitudinal evaluation to include institutional change (e.g., thousands of parent interviews), classroom environments, and affective characteristics of children.[4] The number of students included in the basic evaluation sample was increased from the originally planned 17,500 to 55,000 in 1972. During that year, approximately 2,200 people were employed in developing, printing, and shipping 10 tons of test materials and in collecting, coding, analyzing, and storing data in a computerized data bank that contained more than one million card images for 1972 alone (Rhine, 1973). Eventually, steps were taken to limit the scope and cost of the national evaluation (McDaniels, 1975).

While the logistical problems encountered in conducting the national evaluation of Follow Through were substantial, the greatest challenge was to formulate an effective, representative decision-making process for accommodating the strong disagreements among participants. The struggles for control of policymaking and expenditure of funds often developed into dramatic, emotional arguments about methodological and design issues in evaluation research. Weiss (1970, 1972), Rossi and Williams (1972), Rhine (1973, 1981; Note 2), and others have described what some have called the "politicization of evaluation research" that occurred in Follow Through and in other large-scale social intervention projects during the late 1960s and early 1970s. In effect, however, the controversy concerning evaluation in Follow Through often served as a safety valve that prevented a total breakdown in communication among the various groups and thus permitted the work of the project to continue.

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[4] Most publications about Follow Through have focused on the methodology and results of the national longitudinal evaluation (Anderson, St. Pierre, Proper, & Stebbins, 1978; Becker, 1977; House, Glass, McLean, & Walker, 1978; Kennedy, 1978; Rhine, 1973; Rhine & Spencer, 1975; Stallings, 1975; Wisler, Burns, & Iwamoto, 1978). In addition, the authors of three small volumes on Follow Through describe the early conceptual bases for a number of the instructional models (Maccoby & Zellner, 1970), issues in educational policy research (Rivlin & Timpane, 1975), and accomplishments of the project (Hodges et al., 1980). Gordon and Breivogel (1976) present information about components of the Follow Through Parent Education Model. Rhine (1981) and his colleagues describe the origin, rationale, implementation characteristics, and evaluation results of, as well as lessons learned from, research and development activities conducted in five widely implemented Follow Through models. That volume also contains a review of the history, unique characteristics, and significance of Follow Through.

Efforts to analyze and interpret the massive amount of data from the national longitudinal evaluation have been controversial, and secondary analyses of these data are likely to continue. The sources of information on the evaluation include those already cited, as well as the original technical reports (see Cline, 1974; Emrick et al., 1973; Rhine, 1971; Sorensen, 1971; Stebbins et al., 1977). Critical comment about the national evaluation by House et al. (1978) includes the following observations: Many model-specific objectives were not measured by the instruments employed; the psychometric characteristics of some instruments were inadequate; the instruments were unfair to some sponsors' models and biased in favor of others; different methods for aggregating data (e.g., by pupil, class, and school) yielded different results; and inappropriate statistical analyses were performed on the data.

Opposing views are presented by Anderson et al. (1978) and Wisler, Burns, and Iwamoto (1978). These writers contend that for a variety of practical and technical reasons, it was not possible to develop an evaluation test battery that could be used to assess the whole array of model sponsors' stated goals and objectives. They also believe that the instruments employed in the national evaluation were the best available and that these instruments represented a strong consensus among parents, educators, taxpayers, and legislators about important traditional objectives of schooling. These writers reason, therefore, that the use of these instruments to evaluate outcomes of all models was appropriate, regardless of whether the instruments measured all the specific objectives stated for a particular sponsor's model. According to Stebbins et al. (1977), the instruments represented the "best compromise between the need for accountability and the difficulty of measuring sponsors' diverse goals and objectives" (p. 35).

The linking of educational research and strategies for educational improvement in Follow Through necessitated a broad perspective in evaluating the impact of educational programs. Some of the notable initiatives that resulted from such a perspective are the following: inclusion of noncognitive characteristics of children and attitudes of parents as legitimate variables in the evaluation of educational programs, encouragement of the development of classroom observation scales and a process orientation to research on education, exploration of the use of quasi experiments in education as a useful source of information in policy research, and application of new statistical techniques to analyze evaluation data. Although some of these initiatives were not continued to a successful conclusion, the Follow Through evaluation nevertheless yielded a rich fund of information (see Cooley, 1978; Cooley & Lohnes, 1976; Schiller, Stalford, Rudner, Kocher, & Lesnick, Note 3; Wholey, Note 4).

Because of the complexities of the elaborate sets of alternative analyses, results, and qualifying statements, no brief summary of results could possibly do justice to the national longitudinal evaluation of Follow Through. Nevertheless, it is worth noting that, in general, the highest mean scores on the subtests of the Metropolitan Achievement Test (MAT) were produced by the Direct Instruction Model and the Behavior Analysis Model. Both of these Follow Through models are characterized by high levels of teacher control over learning and instruction in classrooms (cf. Gage & Berliner, 1979; Kennedy, 1978; Bereiter & Kurland, Note 5). There are several interpretations for this effect that deserve attention (cf. Rhine, 1981). First, teachers in models that are characterized by high levels of teacher control over learning and instruction may be able to learn their roles more quickly than teachers in models that emphasize experiential learning, children's participation in planning their own curricula, and the role of teachers as facilitators of children's learning. Second, the MAT represents traditional goals of education rather than goals such as autonomy, problem-solving skills, or productive language, which are the goals sought in innovative, nontraditional Follow Through models. Third, students in classrooms in which levels of control by teachers are high probably have more experience during their daily classroom routines with both the format of the test materials included in the national evaluation and the paper-and-pencil mode of response to the test items.

Which Follow Through models "work best"? This question involves complex issues of values and beliefs that are unlikely to be resolved simply by the results of empirical studies. For example, McGrath (1981) stresses that the results of Follow Through experiments on the comparative effects of "education through experience" versus "stress on drill in the basics" are at the center of "what is still one of the hottest debates in U.S. education" (p. 107). Mosteller (1975) comments on the problems that occur in comparing the outcomes produced by the various Follow Through educational models when each one must be evaluated on a number of distinctive variables. He concludes:

> In the end, society should decide what it wants, not the researcher, not the teachers, and not even a panel of experts, though all these groups may advise. Society must look at what happened to the several variables and notice what progress has been made in such areas as language, mathematics, self-concepts, skills, ability to deal with peo-

> ple, or civil rights attitudes. After reviewing the whole set of measures, society will have to assign weights to each measure or assess them as a whole, even though different progress is being made in different models at different times and on different variables. (p. 171)

One complicating factor in evaluating the usefulness of any intervention is whether the *implementation* of an innovative program has occurred as planned. Gross (1979) emphasizes that perceived "failures" of educational interventions often may result from faulty implementation of the interventions in schools. He contends that evaluators "generally ignore whether an innovation has been implemented when they compare the performance of 'experimental' and 'control' groups. . . . Unless the innovation has been actually implemented, however, questions about its effectiveness are inappropriate" (p. 6). Experience in Follow Through indicates that differences in local conditions may dramatically influence the actual enactment of programs. Thus, the outcome effectiveness of a model program may be assessed more accurately when there is detailed knowledge about deviations from the intended implementation.

There have been two general approaches to studying the implementation of Follow Through models. Independent researchers have constructed observation scales (Soar & Soar, 1972; Stallings, 1973, 1975) and performed intensive case studies (Emrick et al., 1973) to analyze the implementation characteristics of selected models. In addition, sponsors of Follow Through models have directed substantial effort toward studying the characteristics of their programs in many communities to aid them in understanding and solving the daily problems that emerge from developmental activities (Rhine, 1981). These activities have required the development of many new instruments and procedures to analyze and improve components of models, including materials, instruction of students, inservice education of teachers, participation by parents, and perceptions of consumers.

Some sponsors have begun to examine the usefulness of recent conceptual advances in the study of implementation. For example, Ramp and Rhine (1981) discuss the application of the "levels of use" approach (Hall, Loucks, Rutherford, & Newlove, 1975; Loucks, Newlove, & Hall, 1975) to implementation research on the Behavior Analysis Model. This approach focuses on the stages of change that occur in the perceptions of individual practitioners during different phases of implementation. Hall, George, and Rutherford (1977) developed the Stages of Concern questionnaire for use in implementation studies. Herriott and Gross (1979) suggested that case studies be used to examine the complex interactions between the characteristics of educational settings and the behaviors of internal and external change agents during the adoption of new practices and programs. This technique also appears to be applicable to the study of implementation in Follow Through. Another promising approach is Fullan and Pomfret's (1977) description of changes during the implementation of an innovation along five dimensions: subject matter or materials, organizational structure, role behavior, knowledge and understanding, and value internalization.

Emrick and Peterson (1980) examined events and issues that characterized the implementation of the Direct Instruction Model in 42 kindergarten and first-grade classrooms located in seven schools in the city schools of San Diego, California. They drew from the conceptual approaches and instruments just described to develop procedures for use in assessing three levels of variables: (a) implementation variables, including decision processes, control processes, obtaining resources, and relations with the environment; (b) intermediate variables, including supervisory expectations, standard operating procedures, communication flow, work group norms, and technical characteristics of the innovation; and (c) individual variables, including knowledge, attitudes, and behaviors. Their results illustrate the intricate patterns of interactions that occur when a Follow Through sponsor initiates new educational practices in a large urban school system.

The *dissemination* of information about effective, "exemplary" Follow Through programs is being conducted through the Joint Dissemination Review Panel (JDRP), the National Diffusion Network (NDN), the 21 resource centers that are funded by Follow Through, and direct contacts between Follow Through sponsors and school districts. The JDRP and the NDN were created to identify, and disseminate knowledge about, highly successful educational programs that have been developed with federal funds (Fang, 1981).

The JDRP now consists of 26 members who represent various groups in the Department of Education (formerly the Office of Education) that have strong interests in childhood education. Decisions by the JDRP regarding which programs should be designated as exemplary are based on the quality of the evidence concerning the program, the magnitude of the program's educational effects, and the likelihood that the intervention can be replicated in other communities. The specific criteria used by the JDRP include improvements in academic achievement, attitudes toward school, self-concepts, mental or physical health, and quality of instruction in classrooms (Tallmadge, 1977). Thus far, the JDRP has validated 48 Follow Through programs as exemplary. The directors of these programs may apply for funding as resource centers that provide materials and technical assistance to interested individuals in other school districts. Among the 21 resource centers that have been established, the Behavior Analysis Model is represented by 7. The Direct Instruction Model and the Individualized Early Learning Model are each represented by 3 and the Bilingual/Bicultural Model, by 2. Each of 6 other models is represented by 1 resource center.

The NDN provides resources for disseminating information about exemplary educational programs through developer/demonstrators and state facilitators. The term *developer/demonstrators* refers to the exemplary programs that receive federal funds to facilitate dissemination and adoption of their programs. *State facilitators* (one or more in each state, the District of Columbia, Puerto Rico, and the Virgin Islands) are individuals who are employed by the Department of Education to establish communication between developer/demonstrators and individuals in school districts who want to adopt exemplary educational programs.

Dissemination activities by Follow Through sponsors have been both informal and formal. Teachers in non-Follow Through classrooms sometimes acquire information about, and use, instructional practices employed in Follow Through classrooms. This type of informal dissemination is probably inevitable in large-scale, longitudinal intervention research. Most formal dissemination activities by sponsors have occurred through the adoption of their models in additional schools located within communities already served by Follow Through, but some sponsors have also been requested to implement their models in communities not served by Follow Through.

The value of local Follow Through programs will ultimately depend not only on the quality of services delivered to the children enrolled but also on the capability of these programs to stimulate innovation in surrounding schools and communities. According to Ramp (1981), dissemination activities by model sponsors, resource centers, and the NDN have encouraged educators in hundreds of communities to adopt materials and instructional practices from Follow Through programs. For example, the basic skills component of the Responsive Environment Model in use in Goldsboro, North Carolina, has been adopted for grades 1–3 in many classrooms throughout the state. The DISTAR instructional materials developed in the Direct Instruction Model have been used in all 50 states by more than one million children. Middle- and upper-income parents in Waukegan, Illinois, insisted that their children be enrolled in the instructional program generated by the Behavior Analysis Model. Statewide early childhood education programs in California and Georgia have been influenced strongly by practices evolved in Follow Through, and programs developed on the basis of Follow Through models in Puerto Rico and Hawaii have been disseminated to other schools in those islands. These examples illustrate the capability of Follow Through to exert a catalytic influence for change and improvement in the nation's schools.

Current Status of Follow Through

Follow Through has survived a succession of challenges and changing political climates. Since 1967, the federal government has invested almost $1 billion in the project, and Congress recently reauthorized it at reduced levels of funding through fiscal year 1984. In 1979, the Office of Education reviewed the status of Follow Through and recommended new objectives, regulations, and directions for a number of activities, including delivery of services and production of knowledge (Wholey, Note 4). One key decision was to allocate 80% of the Follow Through budget to service activities and 20% to knowledge-production activities. Both activities are discussed briefly below.

As the focus in Follow Through has changed from development to dissemination, identifying successful programs and strengthening their dissemination capabilities have become high priorities. As shown in Table 1, Follow Through received annual funding of about $70 million at its peak size in 1971–1972, enrolling approximately 80,000 children in more than 3,000 classrooms in 178 local communities. At the beginning of the 1981–1982 school year, the number of funded programs decreased from 147 to 84, and the number of students enrolled in Follow Through classrooms decreased from 63,558 to 36,000. In addition, the number of model sponsors was reduced from 22 to 16. At that time, the criteria for continuing or terminating funding for a program included the effectiveness of academic instruction, of parent participation, of model implementation, and of medical and dental services. Funding was continued for most of the 48 programs that had been certified as exemplary by the JDRP.

Both Follow Through and the National Institute of Education are engaged in knowledge-production activities. The focus of the Follow Through effort is on developing a system of performance indicators for use in monitoring the effectiveness of the project. The activities of the National Institute of Education began in 1980 with the commissioning of 44 papers by individuals who examined a wide range of topics, including knowledge accumulated in Follow Through, promising new approaches to systematically changing and improving the management of instruction, the influence of societal trends on the educability of children, and potential uses of new media technology in educating children. Recently, the National Institute of Education funded research studies in Michigan, Colorado, and California to explore patterns of "engaged learning time" in classrooms and the outcomes they produce.

Implications of Follow Through

During the past two decades, the application of knowledge about human behavior to designing effective educational interventions has added new dimensions to the field of psychology. Follow Through, which probably represents the most complete use of planned variation and sponsorship in educational intervention research, illustrates how applications of psychology can contribute to the national welfare. The thrust in Follow Through has been to employ large numbers of psychologists to provide conceptual and technical leadership in cooperative efforts with school personnel and parents to improve education. The history of accomplishments and problems during the utilization of psychology in large-scale, problem-focused research and development activities in Follow Through has implications for two central issues: roles for psychologists in problem-focused research and the potential of planned variation and sponsorship.

How should social scientists contribute in efforts to solve national problems? Moynihan (1970) and Hauser (1970) describe the difficulties that social scientists encountered during the 1960s in attempts to use their expertise in community action programs. They conclude that conceptual schemes derived from the social sciences were often weak and therefore susceptible to becoming pawns in the struggle between competing social and political ideologies. Consequently, these writers recommend that social scientists restrict themselves to the tasks of evaluating social change, generating basic research, constructing theory, and developing their disciplines.

Table 1
Information About Follow Through (1967–1982)

School year	Funding[a]	No. local projects	No. children enrolled	Grade level
1967–1968	3.75	39	3,900	K–1
1968–1969	11.25	92	15,500	K–1
1969–1970	32.00	160	37,000	K–2
1970–1971	70.30	178	60,000	K–2
1971–1972	69.06	178	78,170	K–3
1972–1973	63.00	173	64,000	K–3
1973–1974	57.71	170	81,000	K–3
1974–1975	53.00	169	78,000	K–3
1975–1976	55.50	165	76,500	K–3
1976–1977	59.00	164	75,700	K–3
1977–1978	59.00	161	74,675	K–3
1978–1979	59.00	157	70,500	K–3
1979–1980	59.00	153	68,819	K–3
1980–1981	44.25	147	63,558	K–3
1981–1982	44.25	84	36,000	K–3

Note. Adapted from Ramp (1981). K = kindergarten.
[a] Figures are in millions of dollars.

Other social scientists contend that the positions stated by Moynihan and Hauser are unnecessarily conservative. For example, Rossi (1970) and Rossi and Williams (1972) insist that social scientists can bridge the gap between research findings and practical applications of social value. These writers propose that social scientists gain greater "implementation awareness" by formulating, critiquing, and evaluating alternative solutions to social problems.

Glaser (1973) also supports the participation of social scientists in a broad range of social problem-solving activities. He states, "The behavioral and social sciences are at a point in their development where they absolutely require the direction and disciplining effects that come from contact with real-world problems" (p. 557). Later, Glaser (1977) affirms, "The coupling between science and application is more reciprocal than many of us have realized. These two elements feed into and correct one another. It is this interactive mode of operation among application, development, and basic science that is to be encouraged for education" (pp. 137–138).

Glazer (1980) notes that social scientists "have moved from a stance toward the world that emphasizes detached observation and analysis . . . to a stance in which observation is increasingly mixed with participation, analysis with judgment and advice" (p. 161). He describes three areas of change that have contributed to the rapidly increasing interest in the utilization of the social sciences: (a) the influence of intervention projects; (b) the more rapid pace of change in institutions such as schools, hospitals, prisons, and social work agencies; and (c) the increased participation of social scientists in examining, critiquing, and shaping social change processes. Glazer believes that one effect of this trend is a reduction in the effort to create "theoretical" knowledge, which contributes solely to the development of disciplines, and an increase in the effort to create "practical" knowledge, which is intended for use in solving social problems. Another effect, according to Glazer, is a heightened inclination by social scientists to approach the study and amelioration of social problems on their own terms and to consider the total context of these problems in order to contribute analyses and recommendations that are more relevant to the missions of social institutions.

Many psychologists believe that their discipline has the capability of improving the productivity and self-actualization of citizens by contributing to the improvement of social conditions. The progress of Follow Through since 1967 indicates that it has achieved this goal, albeit in an imperfect way. Psychologists who were formerly employed in universities and research centers have made long-term commitments to working with citizens in local communities. The successful use of planned variation and sponsorship in Follow Through has yielded important results about the effects of diverse approaches to educating children, but the significance of these two strategies extends beyond the project. Planned variation and sponsorship might also be used to study alternative models at all levels of education and perhaps in other problem areas as well.

The need to make schools and other social institutions effective and to adapt them to changing requirements will continue and perhaps become even more urgent during the years ahead. Therefore, efforts to change and improve social institutions will undoubtedly continue in some form. In these circumstances, many dilemmas are likely to emerge in the search for mechanisms that might be useful in conducting intervention processes. One possibility is to consider the use of knowledge about human behavior in problem-focused research. From this perspective, the use of the relatively inexpensive procedures of planned variation and sponsorship to plan, implement, evaluate, and refine intervention initiatives on a small scale in order to study their suitability for dissemination appears to have many advantages.

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Appendix I-C

Copy of Letter - Andrews/Clay

MAJORITY MEMBERS:
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BALTASAR CORRADA, P.R.
PAT WILLIAMS, MONT.
CARL D. PERKINS, KY., EX OFFICIO

225-1850

MINORITY MEMBERS:
THOMAS E. PETRI, WIS.
E. THOMAS COLEMAN, MO., EX OFFICIO

CONGRESS OF THE UNITED STATES
HOUSE OF REPRESENTATIVES
COMMITTEE ON EDUCATION AND LABOR
SUBCOMMITTEE ON HUMAN RESOURCES
ROOM 2178, RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, D.C. 20515

September 14, 1982

Dr. Ray Rhine
Department of Behavioral Studies
University of Missouri-St. Louis
800 Natural Bridge Road
St. Louis, MO 63121

Dear Dr. Rhine:

As ranking members of the Education and Labor Committee which has jurisdiction over the Follow Through Program, we and the committee staff have found your book, Project Follow Through: The Inside View, to be quite interesting and helpful. Evaluative data on Follow Through has always been difficult to come by and this book gives an excellent overview of the entire program.

In light of the Administration's proposal to phase Follow Through into the Education Block Grant, a review of the program from its inception until the present is necessary. Your book fills this gap. Your summation of the history and rationale of the program are quite informative and allows the reader to gain some comprehensive knowledge of a successful children's program. The review of the Follow Through models are informative and clear. The conclusions on why previous evaluations have been controversial does allow the reader some basic understanding of the problems Follow Through has encountered over the years.

We salute you on your efforts. We hope that you will continue your excellent work in this area.

Sincerely,

Ike Andrews
Member of Congress

William L. Clay
Member of Congress

IA:slm

Appendix I-D

Copies of Letters - Mosher & Evans

Boston University

School of Education
605 Commonwealth Avenue
Boston, Massachusetts 02215

Division of Counseling
and Human Services

January 12, 1984

Professor Ray Rhine
Department of Behavioral Studies
University of Missouri - St. Louis
St. Louis, Missouri 63121

Dear Ray:

Just a brief note to let you know I'll be using Making Schools More Effective as critical resource material in a series of lectures in Portugal this spring. Boton University, with the Ministry of Education, is training 100 Portuguese educators who will become the faculty of 12 new teacher education institutions. They in turn, are required to train teachers for a broadening of public education in Portugal. It is appealing to be going to a country attaching major national priority to its system of public education and to have some influence on a whole cohort of educational leadership.

Making Schools More Effective is a remarkable series of "state of the art" analyses of innovations in American primary education which I intend to share widely while in Portugal. In these terms I think we all need to know when what we do has high purpose and broad impact. Your book, for me, accomplishes both ends.

Sincerely,

Ralph L. Mosher, Ed.D.
Professor and Chair, Counseling Psychology

RLM:ar

University of London Institute of Education
Director: Professor Denis Lawton, BA, PhD

Curriculum Research for Pupils with Moderate Learning Difficulties
11 Woburn Square, London WC1H 0NS Telephone 01-636 8000 Ext 4302/3/4/5

Directors: Professor K Wedell, MA, PhD
Professor M Skilbeck, MA, PhD
Senior Research Officer: P Evans, BSc, PhD

3 July 1985

Professor Rhine
Dept of Behavioural Studies
School of Education
University of Missouri
8001 Natural Bridge Road
St Louis
Missouri 63121
USA

Dear Professor Rhine

I am working on a project sponsored by the UK Government which involves the evaluation of objectives based instruction systems for EMR pupils in both special and regular provision. I am hoping to visit the USA at the end of September or beginning of October in order to visit educational systems that have attempted to make such innovation and also to talk to key personnel.

Since you have been involved in the Follow Through project I thought that it would be most useful to have the opportunity of talking with you about the programme as well as visiting interesting sites that you may know of which have successfully implemented objectives based approaches to teaching.

If you can help me in this regard I should be most grateful.

Yours sincerely

Francis Dobson

pp
Dr Peter Evans
Senior Lecturer and Senior Research Officer
Curriculum Research for Pupils with Moderate Learning Difficulties

During last November, I met for several days with Evans in St. Louis. Following my suggestions, he also arranged meetings with many others who have been involved in Following Through including the following: Dr. Margaret Wang, University of Pittsburgh; Dr. Gene Ramp, University of Kansas; and Dr. Douglas Carnine, University of Oregon.

Appendix I-E

Copies Of Materials From
Time, New York Times, Washington Post

TIME
THE WEEKLY NEWSMAGAZINE

TIME & LIFE BUILDING
ROCKEFELLER CENTER
NEW YORK 10020
(212) JU 6-1212

November 30, 1981

Dr. Ray Rhine
Department of Behavioral Studies
University of Missouri-St. Louis
8001 Natural Bridge Road
St. Louis, Missouri 63121

Dear Ray:

Please accept my heartfelt thanks for your help in the preparation of the Follow Through story for Time ("Pricklies v. Gooeys", Nov. 9, 1981).

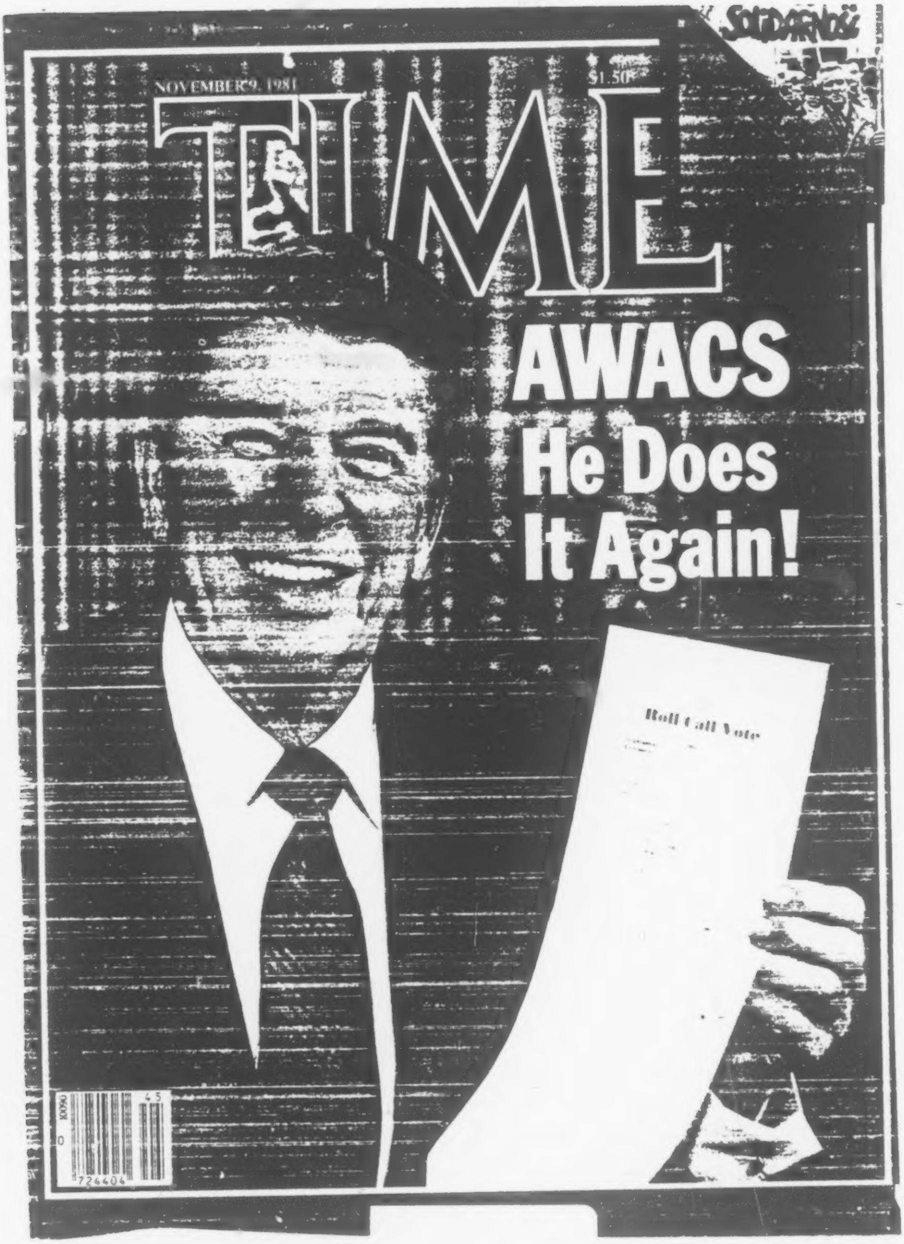
I very much appreciate your sending me your book Making Schools More Effective and other materials and putting me in touch with other Follow Through people.

You were an invaluable source, and I am grateful for your time and your expertise.

With all best wishes,

Jeanne-Marie North

Jeanne-Marie North
Education Reporter/Researcher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Roll Call Vote

NOVEMBER 9, 1981 Vol. 118 No. 19 TIME THE WEEKLY NEWSMAGAZINE

A Letter from the Publisher

Washington reporters thrive on the kind of high political drama that is the stuff of this week's cover story on President Reagan's Frank Merriwell rescue of his plan to sell AWACS planes to Saudi Arabia. As members of TIME's Washington bureau discovered, the political arithmetic becomes vexingly complex when so much is at stake. Every day trade-offs are offered, bargains are made, alliances break up and form again. As the momentum shifts back and forth, counting noses becomes more and more difficult. For White House Correspondent Laurence Barrett, who tracked the tactics of the Reagan forces during the campaign and who interviewed the victorious President the morning after the Senate vote, it is "a matter of artful intuition, a case of deciphering the winks and nudges of the handful of insiders who have a real fix on what's happening. You have to watch not only the noses, but those who are counting the noses." Adds Correspondent Evan Thomas, who helped cover last week's climactic Senate debate: "You sometimes have to distinguish between what you see and hear and what is really going on. The tension was palpable as the roll was called, but the issues had long since been argued, and most of the deals struck, in less public surroundings." Correspondent Johanna McGeary, who has been covering the AWACS story on the Hill since last spring, agrees: "The real battle for the Senators' hearts and minds was waged in the private offices and back rooms of the Capitol."

ANTONIO SUAREZ
George Church with Betty Sutter and Robert Burger

For TIME's Nation staff in New York, the tension remained high right to the end. During Wednesday's final Senate vote, they gathered around television sets, and Reporter-Researchers Betty Satterwhite Sutter and Robert Burger, who checked the cover story, tallied the totals ballot by ballot. Senior Writer George Church, who wrote the story, was impressed by President Reagan's ability to turn the tide that had seemed to be running so strongly against him. "If I'd bet on the outcome, I would have lost," he says. "You should never underestimate the persuasive power of the President, or of the number of people who will go along with him just because he is the President." Concurs National Editor John Elson: "The AWACS question was badly mishandled by Reagan and his staff. It is basically a blunder that they retrieved. But it is obviously extremely risky ever to bet against this President."

John A. Meyers

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Cover: Photograph by Dirck Halstead

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Education

"Pricklies" *vs.* "Gooeys"

Conflicting theories of learning in the wake of Head Start

Project Follow Through began in 1967. Its aim was to continue in kindergarten and up through third grade the gains that underprivileged children had made in Lyndon Johnson's Head Start program—in education, medical care and parental involvement.

Like most Great Society efforts, Follow Through survived on a year-to-year basis, largely because concerned parents lobbied for its funding. This fall, at their annual conference in Ypsilanti, Mich., Follow Through directors were glum. Though this year's program managed to survive Reaganomic budget cutting and win authorization for $45 million for fiscal 1982, federal money is due to dry up in 1984. When the states take charge of federal funds through block grants, Follow Through may fall by the wayside.

A teacher drills in Michigan

Hand signals and a chorus of voices.

Since 1967, about 400,000 students from low-income families in all 50 states have been enrolled in Follow Through classrooms at a cost of $700 million. The program, which involves a partnership between schools, parents and sponsoring research institutions, seems to have worked well for underprivileged children. But it serves another important role: as a laboratory for American pedagogy. In working with various teaching methods, Follow Through has fostered a wide variety of models. It also has added further fuel to what is still one of the hottest debates in U.S. education. Which is superior: what is known as low-structure teaching (education through experience) or high-structure instruction (stress on drill in the basics)? Many low-structure advocates, sometimes described as "gooeys," follow the theory, developed since 1920 by New York City's Bank Street College of Education, that learning must adapt to the pace of the individual child. Under this system children learn to read by being provided with a rich environment that stimulates them to learn the words they need. Many high-structure people, known in the trade as "pricklies," use the DISTAR program (for Direct Instruction Systems for Teaching and Remediation) developed at the University of Oregon. DISTAR sticks to phonics, a tightly programmed curriculum and lots of drill. Children learn how to form new words by sounding out letters, rather than by just recognizing familiar ones.

Though some Follow Through models combine teaching elements from both methods, many classrooms tend to be readily identifiable as either prickly or gooey. Follow Through classes at the Weeksville School, P.S. 243 in Brooklyn, for instance, are colorful, but seem a bit chaotic. In Teresa Van Exel's second-grade class, various groups do different things at the same time. The second grade has chosen the apple as this year's theme, and in one corner, Van Exel conducts a science class for eight children on how apples were stored for winter during the 1800s. Meanwhile, in the classroom's kitchen area, several children are busy making two apple pies. Other children simply wander about the room or work alone. One girl, busy with her phonics workbook, is stuck on the word mud. She can sound out *m*, *u* and *d*; she cannot seem to link the sounds together.

In the Cambridge, Mass., Harrington Elementary School, the gooey classrooms are broken down into "learning centers." In one, a first-grader fits pieces of an alphabet puzzle together. Near by, two girls dressed up in oversized high-heel shoes set a dinner table. A small group, with a teaching assistant acting as secretary, dictates words that will eventually make a whole story. Says Teacher Louise Grant: "Children need opportunities to express their own thoughts. The learning process is easier because there is an interest."

At Dort Elementary School in Flint, Mich., 25 Follow Through kindergarten children sit quietly in neat rows working on assignments. At the front of the room the teacher is drilling four children on reading. Imperious, she snaps her fingers to signal for the answer, which the children chorus together. The children seem secure and interested, but they know they will not be asked for an individual response until after the chorus. When it is time to read, they follow a bright red arrow across the page from left to right to remind them that reading is done from left to right.

At P.S. 137 in Brooklyn School District 23, traditionally the lowest-achieving of all New York City districts in reading, a prickly Follow Through class is doing well. Eight children sit in a reading group in Sadie Martin's first-grade classroom. Martin holds up a manual with words printed in DISTAR's script. Silent letters are written smaller than the rest. Consonant clusters, like *wh*, are joined together to indicate that they should be pronounced together. At Martin's signal, the group choruses the sound and then puts the word together phonetically.

The most recent national evaluation, much disputed as to methods, was released in 1977 and indicated that in most of the areas tested—vocabulary, spelling, grammar and math—the pricklies left the gooeys in the dust. However, a more recent local study of comparable New York City neighborhood schools showed gooeys and pricklies scoring about the same. Gooeys consistently argue that standard paper-and-pencil achievement tests are narrow and cannot measure the wide-ranging benefits of their creative approach.

A mural grows in Brooklyn

Studying apples and baking pies.

Gail Hurst, a teacher for twelve years in San Diego, transferred out of a DISTAR program after three months. Says she: "I didn't like the robot, parroting answers the students had to give." Yet DISTAR's striking results led San Diego Superior Court Judge Louis Welsh last year to request the program to help upgrade minority schools. Joan Gutkin, Follow Through coordinator at New York's P.S. 137, points out that 70% of her second-graders in 1980 scored above the 50th percentile on the California Achievement Test, in contrast to only 18% of the children in a comparable school. Says she: "I can guarantee that every child will learn to read." In 1981, that is quite a promise. —*By Ellie McGrath. Reported by Linda Di Pietro/Detroit and Jeanne-Marie [illegible]/New York*

The New York Times
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WINTER SURVEY OF

Education

The Follow Through On Head Start's Gains

By SHEILA RULE

It was time to study contractions in Lucille Santoro's third-grade language arts class at Public School 137 in Brooklyn.

"Is not," she began firmly.

"Isn't," a chorus of 23 strong, youthful voices responded immediately. "I-s-n-apostrophe-t."

"Was not," she said, coming back at them quickly.

"Wasn't," they shot back. "W-a-s-n-apostrophe-t."

And so it went, with the children rarely missing a beat. They are among thousands of pupils nationwide who are involved in an educational experiment known as Follow Through. The program, which includes a variety of educational approaches besides the one at P.S. 137, started in 1967 and is designed to continue in the first four grades of elementary education the gains made by low-income children who had been in Head Start. Head Start is aimed at enabling disadvantaged preschool youngsters to catch up with other children.

Follow Through, which is designed to meet instructional, physical and psychological needs of children from low-income families, has helped hundreds of thousands of children since its inception. It now serves 35,000 to 40,000, according to Dr. Eugene A. Ramp, chairman of the National Follow Through Association. It has won authorization for $44 million for fiscal 1982, but its future is clouded by budget cuts and the advent of block grants.

"Follow Through has managed one way or another to survive the most incredible political tides," Dr. Ramp said. "For the last 14 years we have somehow managed to continue to provide effective services for children all over the country. But funds have been going down in terms of appropriations."

Many feel that the program, in which parents, schools and sponsoring research institutions take part, is preserving the hope and opportunity of Head Start. It does so by using the planned variation approach, which sets up a variety of programs to educate children, then evaluates those approaches over a number of years.

Many consider planned variation a sound approach to education because it assumes that all children are not alike and that what might work for a black child in New York might not work for a white child in Nebraska. For example, while one school concentrates on intensive drills in the basics, another uses such activities as cooking or staging a play to provide academic instruction in reading or mathematics.

But planned variation has also heightened the debate as to whether children are better served through instruction that is highly structured and stresses drills in basic subjects or that conforms more to the individual child. W. Ray Rhine, a professor in the Behavioral Studies Department at the University of Missouri at St. Louis, describes the two approaches as the "pricklies and the gooeys."

"In the gooey approach, kids have a lot more freedom in deciding what they are going to study and when," said Dr. Rhine, who is the editor of "Making Schools More Effective: New Directions from Follow Through" (Academic Press). The book examines pilot programs designed under Follow Through.

Jan Sawka

"This is not an absence of structure," he said, "but a different interpretation of what structure is in the educational setting.

"The prickilies typically have a highly structured approach to education. Generally, their interests focus on teaching academic skills and they are very strong on specifying elements of curriculum very clearly."

Dr. Rhine said that, at least on a short-term basis, it was clear that achievement test results produced by the "prickly" approach were more impressive than those by the "gooeys." A national evaluation released four years ago indicated that the "pricklies" scored higher in most areas, including vocabulary, spelling, grammar and math.

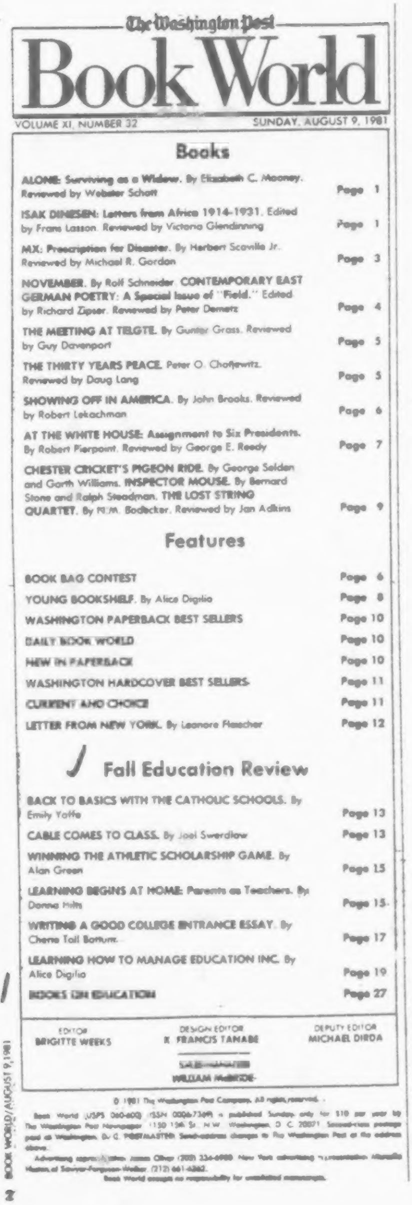
A primary emphasis of Follow Through now is on dissemination of information about some 50 educational programs in Follow Through that have been rated as "exemplary" by the Joint Dissemination and Review Panel of the Department of Education. P.S. 137 was approved last February as an exemplary program. It uses the "prickly" method, and is strong in instruction and parental involvement. Like other Follow Through programs, it is responsible for instruction, training, parent involvement, support services and other areas of the child's development. Lessons focus on acquiring basic skills: coordinated student reading material, workbooks and "take-home" sheets are included.

Some believe that the Follow Through approach overemphasizes curriculum, to the detriment of other necessary elements for learning. Edward F. Zigler, a professor of psychology at Yale University and director of the former Federal Office of Child Development, said that the examination of various curriculums had been valuable but that "it makes people think the real secret to the development of children lies in various educational curriculums rather than in parents' participation that we see in Head Start."

Professor Zigler, who also headed the United States Children's Bureau, said: "It fits a kind of technological ethos in this country, that if we can just find the right curriculum we can make these poor children in Follow Through into good school performers. I don't think there is any curriculum that has that kind of magic."

Douglas Carnine, director of the Direct Instruction Follow Through Project at the University of Oregon, insists that "It's not important exactly how the children achieve what they are capable of; it is important that they do achieve.

"It's very important to realize the significance of the demonstration that these kids can do well in school," he said. "If educators and the public don't believe it is possible, they will never make efforts necessary for success to become a reality on a larger scale. The challenge is to take what we know can work with students who are likely to fail and actually make use of that knowledge so students succeed and so that success is a reality for many more students than now is the case." ■



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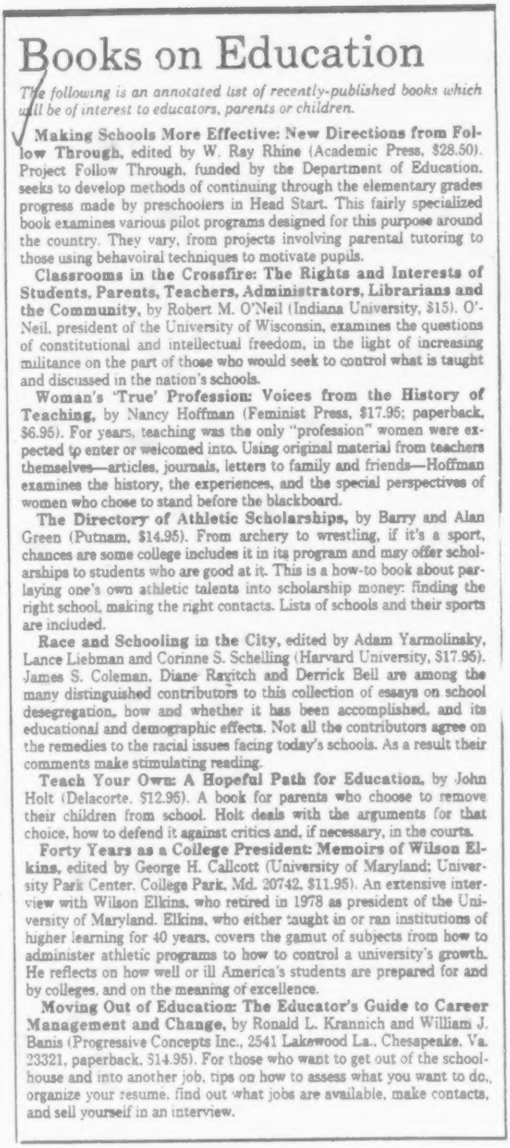

Books on Education

The following is an annotated list of recently-published books which will be of interest to educators, parents or children.

Making Schools More Effective: New Directions from Follow Through, edited by W. Ray Rhine (Academic Press, $28.50). Project Follow Through, funded by the Department of Education, seeks to develop methods of continuing through the elementary grades progress made by preschoolers in Head Start. This fairly specialized book examines various pilot programs designed for this purpose around the country. They vary, from projects involving parental tutoring to those using behavoiral techniques to motivate pupils.

Classrooms in the Crossfire: The Rights and Interests of Students, Parents, Teachers, Administrators, Librarians and the Community, by Robert M. O'Neil (Indiana University, $15). O'Neil, president of the University of Wisconsin, examines the questions of constitutional and intellectual freedom, in the light of increasing militance on the part of those who would seek to control what is taught and discussed in the nation's schools.

Woman's 'True' Profession: Voices from the History of Teaching, by Nancy Hoffman (Feminist Press, $17.95; paperback, $6.95). For years, teaching was the only "profession" women were expected to enter or welcomed into. Using original material from teachers themselves—articles, journals, letters to family and friends—Hoffman examines the history, the experiences, and the special perspectives of women who chose to stand before the blackboard.

The Directory of Athletic Scholarships, by Barry and Alan Green (Putnam, $14.95). From archery to wrestling, if it's a sport, chances are some college includes it in its program and may offer scholarships to students who are good at it. This is a how-to book about parlaying one's own athletic talents into scholarship money: finding the right school, making the right contacts. Lists of schools and their sports are included.

Race and Schooling in the City, edited by Adam Yarmolinsky, Lance Liebman and Corinne S. Schelling (Harvard University, $17.95). James S. Coleman, Diane Ravitch and Derrick Bell are among the many distinguished contributors to this collection of essays on school desegregation, how and whether it has been accomplished, and its educational and demographic effects. Not all the contributors agree on the remedies to the racial issues facing today's schools. As a result their comments make stimulating reading.

Teach Your Own: A Hopeful Path for Education, by John Holt (Delacorte, $12.95). A book for parents who choose to remove their children from school. Holt deals with the arguments for that choice, how to defend it against critics and, if necessary, in the courts.

Forty Years as a College President: Memoirs of Wilson Elkins, edited by George H. Callcott (University of Maryland; University Park Center, College Park, Md. 20742, $11.95). An extensive interview with Wilson Elkins, who retired in 1978 as president of the University of Maryland. Elkins, who either taught in or ran institutions of higher learning for 40 years, covers the gamut of subjects from how to administer athletic programs to how to control a university's growth. He reflects on how well or ill America's students are prepared for and by colleges, and on the meaning of excellence.

Moving Out of Education: The Educator's Guide to Career Management and Change, by Ronald L. Krannich and William J. Banis (Progressive Concepts Inc., 2541 Lakewood La., Chesapeake, Va. 23321, paperback, $14.95). For those who want to get out of the schoolhouse and into another job, tips on how to assess what you want to do, organize your resume, find out what jobs are available, make contacts, and sell yourself in an interview.

Mr. **Kildee**. Mr. Feldman.

You want to pull the microphone to you there, please.

Mr. **Feldman**. Mr. Kildee, Mr. Bruce, Mr. Petri, I appreciate very much the opportunity to come and address you today.

I have been associated with Follow Through for nearly 18 years now. I think, at times, that I've turned gray as I've participated in this program, starting as a very young administrative assistant to the National Chairman of the Advisory Committee, presponsorship.

But I come today as a sponsor representative. But I also come as a former staff member of the U.S. Office of Education, in which I was a project officer, looking at more than and funding more than 26 projects across the country, so that my perspective on Follow Through is quite wide.

I also come from an institution that has a long history in Head Start. One of our president emeritii is the former member of the steering committee that guided Head Start's origins.

One of our senior staff members was very involved in the development of the child development associate credentiality system.

We have been very, very much involved and invested in Head Start policies for very many years.

As I come to talk to you today, I come with a very, very firm commitment to the idea that Follow Through should continue. It should continue not as is, because what it is has never really quite been described accurately.

People thought it was a scientific experiment. People thought it was a controlled experiment going on, that you could describe what was there at one particular moment, and it was on target and correct.

And I want to say to you that that isn't so. The moment that any of us got into the sites, the moment that any of us began to watch the interaction between sponsors and sites develop, and the participation of parents particularly, what you saw was a powerful demonstration of alternative programs evolving across a wide spectrum of communities.

Thus, what you see as results in Follow Through right now—and I'm deviating quite far, in some ways, from my original testimony. And I know you have that. So, I want to elect to say some things that I think are important based on the things that I think you're hearing and the things that have been said.

Follow Through is significant in that it really is variation. There is a kind of marriage that has occurred between an intellectual community that is striving to develop educational ideas—and we're developing educational ideas, we're not stagnant. In the last 5 years, I can point to new science curriculum that we've developed, that we've begun to implement in our site. I can point to methods of writing technology and development of writing programs that are different than there were 10 years ago, 15 years ago, in terms of Follow Through.

Education does not remain still. It grows and it changes. What you have in the communities that exist is a demonstration of how it grows and changes. The interaction that occurs between the sponsor and the site allows for new information to come in to the site and affect it in dramatic ways.

There are also a lot of things that happen at the site that impact the sponsor. So that if I take you to the Islands of Hawaii, where we have been a sponsor for some 15 years, I say to you that 5 years ago the State legislature funded a program called the early provision for school success. It was a program to try and intervene at the kindergarten and first grade level. That program is still funded by the State legislature.

What it tries to do is to effect and ensure that entering children have a better school experience.

They asked Bank Street to come and consult with them and provide technical assistance and training to all of the teachers in the K and 1 grades across the State.

The project director, local project director, is a real expert in parent involvement. She has made significant contributions to our thinking about parent involvement. And she has made significant contributions to the State of Hawaii.

She has disseminated to more than 250 schools the practices around parent involvement that evolve out of the Follow Through guidelines and out of the Head Start guidelines.

There is still a Hawaii parent advisory committee that is made up of both Head and Follow Through parents.

If I move to the city of New Haven, now, and I—or to the city of Boulder, I would demonstrate to you two communities that are famous for the town-gown kinds of relationships.

There are poor children in that city—in each of those cities. There are many poor children.

In each of them we have tried integrated models of comprehensive services for Follow Through children. And the result of that are powerful models that are continuing.

The local school boards have endorsed those kinds of programs and disseminated them widely. They have found ways of finding other funds. Not necessarily chapter 2 or chapter 1 funds, but local moneys, in many cases, to expand and extend those kind of ideas.

Someone might say, well, that's an argument why you shouldn't continue Follow Through. It's doing its work. It's done. It's over.

In fact, it keeps changing and evolving. In the New Haven setting and in the Boulder setting we extend to the fifth and sixth grades currently.

We anticipate that in the next year the New Haven parents have gone to their local school committee and asked could we extend through junior high school. Because there's a sense that continuity is essential. Head Start has always talked to the issues of continuity and their importance.

I would like to suggest to you that that continues to be a critical issue. It's particularly important to note that Follow Through has tried to address that.

I was recently in the State of Kentucky to talk about paraprofessional development. And the reason we were invited was because Follow Through has a long history of working with paraprofessionals. There are paraprofessionals in each of our classrooms. And that is a significant contribution.

They asked us about a whole range of other kinds of activities. And we've gotten them to go visit field sites so that they could see in operation those things that are important.

When we talk about a demonstration, we're talking about a demonstration that can apply to lots of different settings. They're not one homogeneous group.

In New York City, Follow Through has had a gigantic impact. It's affected 900 elementary schools. And the way it's done that is through the people who are there.

The overall director of early childhood for the central board of education is the former Follow Through director in New York City.

The administrative—the assistant in terms of early childhood for the person in charge of curriculum for the whole city is a former Follow Through director at the project level.

There are a wide array of people who have taken the basic principles of continuity involved in Follow Through and tried to disseminate them so widely through curriculum guides that reflect the kind of principles and ideas that are inherent in the Follow Through models and programs. And there were nine different models operating, but there are certain kinds of consistencies you'll see, including the interaction between parents.

The material looks as if it's material that could have come out of the original Follow Through.

But having Follow Through guidance there, having people there, having people in power to know that that's a demonstration that they can call on and use is particularly significant in terms of their capacity to enact those things.

If you take away that name, if you remove that capacity, then, in fact, they either have to invent something absolutely new, which is costly, or else they don't have that resource, and everybody is kind of going off in their own way.

So, that's one of the powerful reasons for trying to maintain Follow Through in its current form.

By the way, we're in rural communities. In Plattsburg, NY, the local principal has done a phenomenal job working with the parent advisory committee to bring all of the health and human services people together on a consistent basis.

Although the Department of Education has endorsed the notion that you should only be concerned with instruction, most of the site will not adhere to that minimal principle of the program. They are interested in trying to find ways of making it work for families. The total child is still the belief system that operates in these communities, and that's an important demonstration.

Then if we move to the State of Massachusetts, and we say that the Cambridge public schools are trying to figure out how to use the new State legislation, chapter 188, to extend it to their community in a meaningful way, they may be offered $3 to $4 million if the State funds hold up as they expect them to to extend early childhood programs.

They're talking about children 3 to 8 years old. They're talking about Head Start and Follow Through, in effect. The State legislation looks as if it was a bill written by this committee.

So that there are very, very exciting dynamics there. But the model of what's available in Cambridge by having a Follow Through project acts as a way of saying that there's a way of doing this integrated program in the State.

As you look at this program, as you think about what kinds of opportunities exist in the future, it's very hard to talk about a Department of Education which has shifted its emphasis.

It has moved away from trying to figure out how to administer locally based programs. And consequently it is no longer in that business. But I'm not sure that that shouldn't be their model, that the model shouldn't be massive programs.

I would have loved having been part of the war on poverty. I would love to say that that should be the role of Government.

But I know that in this 1980's period that that is not going to be the role of the Government at a central level to provide those kinds of services.

Therefore, what the Federal Government really needs to do is provide good demonstrations, good models, good opportunities, and good ways to administer those.

The States are frequently not knowledgeable about ways of providing technical assistance and support that are essential for the development of good programs at the local level.

Follow Through's model of using sponsorship may in fact be one of the most effective accountability mechanisms that you can find. And based on that I would say it's a powerful idea to hold on to and to at least sustain for another period of time to see whether we can get people to really think that way, because that's what makes this program valuable.

I thank you.

[Prepared statement of Richard Feldman follows:]

BANK STREET COLLEGE

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Statement Prepared for Submission to the Subcommittee on Human Resource, House Education and Labor Committee, February 20, 1986 by Richard Feldman, Follow Through Director, Bank Street College.

Chairman Kildee, Members of the Committee, thank you for the opportunity to express my views on reauthorizing the Follow Through Program.

I have come as an advocate for the continued reauthorization of Follow Through:

1) Because of Follow Through, young children from low income homes have been more successful in school.
2) Because of Follow Through, positive changes have taken place in Public Schools.
3) Because of Follow Through, parents and teachers have learned to work democratically - a premise of the original legislation.
4) And in the future Follow Through can be a continuing demonstration for States, School Districts, Schools and the Federal Government of effective ways to conduct early childhood programs for school improvement.

It is cost effective to maintain Follow Through. Throughout the nation school systems are exploring the question of their involvement with full and extended day kindergarten, continuity between grades, the place of four year olds in school, how to improve achievement of low income children on standardized measures, and the use of teaching assistants. Follow Through has already responded to many of these issues.

The Bank Street College Follow Through Model has a unique history in Follow Through. Built on an approach that places developmental needs of the child at the center of all curriculum planning, this program makes use of the child's experiences to enhance self-image and self-perception as a learner and a doer. Initiated with the intent of being comprehensive, the program was developed by faculty who had an operating theory which they demonstrated in action. The Bank Street National Head Start Demonstration Project and Family Resources Center in the Hell's Kitchen area of New York City provided a comprehensive program for Head Start children and their families. Bank Street's approach was developed over a long history dating to 1916. Much of the work of the institution has always been concerned with the effort to help people in the field enact practices that support children to become effective learners. Bank Street leadership has been at the forefront of important movements in American education; our President Emeritus served on the National Head Start Steering Committee. Our Distinguished Research Scholar was instrumental in developing the credentialing system for Head Start - the Child Development Associate. The Chairman of the National Follow Through Program Advisory Committee was Bank Street's Dean of the Faculty.

My own professional history offers special experiences that are germane to Follow Through. I have a continuous history of association with the program in seven different roles from its very beginning. In addition to my current role as Sponsor Director at Bank Street, I served on the staff of the United States Office of Education, Follow Through Division, as a Project Officer for twenty-six different sites and several sponsor approaches.

Let me tell you a little about what is going on currently in some of the sites associated with Bank Street's Follow Through and how the relationship to our sponsorship supports their local efforts. These sites are places where the Follow Through funding, although minimal, at this point, and ueven because of the Chicago Desegregation Case, continue to function as advocates for children, particularly low income children. Successful programs achieve because of the force, personality, and commitment of the leadership of such programs. As I tell you some of the current success stories, I well be telling you about people who are able to mobilize resources on behalf of the Follow Through philosophy and goals. I believe Follow Through empowered these individuals to work for young children from low income homes. The children of these communities would have been the poorer had Follow Through not been there to mobilize the community and to galvanize resources on their behalf.

o In the State of Massachusetts a new law (Massachusetts General Laws, Section 54, Chapter 188.) is designed to provide comprehensive early childhood planning for children 3-8 years old. The bill reads as one that could have been created by this committee. The Follow Through Director in Cambridge, Dr. Joe Petner, is acting as Co-Chairperson of the Advisory Council, charged with shaping this program initiative in the City of Cambridge, where more than 41% of the children would be income eligible for Follow Through. His loyalty to the Follow Through ideas insure the maximum participation of parents. He also invites the participation of Bank Street to help in the planning process.

o In New Haven, Connecticut the Follow Through Program operates K-5 using the Bank Street Approach. Parents are working to extend the program to eighth grade in the belief that Follow Through and the Bank Street Approach is a viable alternative program for their children. The West Hills Follow Through Magnet School has a fifty percent low income eligible population. Parents, regardless of economic situation, want good things for their children. With the support and leadership of the Follow Through Director, Miss Tiani, who is also principal of the school, the project has acted as a beacon for many schools both in New Haven and in the New England area. It accommodates hundreds of visitors each year. It is the third best school in the district on standardized test scores criteria in the City of New Haven. The local school board contracts with Bank Street to provide services beyond the limits of our grant and to work with grades beyond the Follow Through years.

o In New York City, key staff from Follow Through are now in policy and programmatic roles at the Central Board of Education. The recent extension to All Day Kindergarten throughout the city was a natural place for Follow Through to be involved. Many of the Follow Through schools have acted as demonstrations for others as they have extended to full day programs. Planning did not stop with Kindergarten. Curriculum innovation has been used as a technique for supporting change. Follow Through staff development principles have been enlisted for teacher training as the New York City program has extended through second grade; there are plans to extend the program up to third grade and down to pre-kindergarten. Bank Street's presence in New York City has allowed for our full involvement in these developments. Congressman Owens has seen many of these changes; he has two Follow Through Programs within his Congressional District. I am pleased that he has had the opportunity to see the Bank Street Program at PS 243, the Weeksville School, where children have participated in archeological digs and cultural activities that support their own sense of pride in their heritage. The Black Family has a proud history in this area of Brooklyn from before the Civil War.

o In Plattsburgh, New York, the current Superintendent of Schools, Mr. Arthur Momont, is the former Follow Through Director. He has helped to extend the program well beyond the limits of Monty Street School. As the funds have diminished, the district has picked up many aspects of the program. The program still acts as a strong impetus for bringing together agencies that serve low income children with particular emphasis on prevention. The correction officer, who normally works with children and their families that have entered the court system, recently told me: " Follow Through is wonderful because we can get to some of the kids and their families before they get into trouble with the law. It makes me think differently about the families." He gave special credit to the parent advisory council and Mr. Robert Garrow, Monty Street's principal, for organizing this process.

o In Honolulu, Hawaii, the parent program has had particular significance under the leadership of the Follow Through Director. The program has disseminated parent involvement practices to over 200 school on all the islands. A number of years ago, they asked Bank Street to provide training under a State funded program called the Early Provision for School Success. We worked with every Kindergarten and first grade teacher in the State. Some local people are lobbying the Hawaii Legislature to support continuing Follow Through even if the federal funds cease to be provided. Dr. Janet Sumida, the Director, is always available to help spread the ideas of Follow Through. She would have liked me to show you a video tape of some of the current work going on that was produced in Hawaii by the State Education Department. When we talk, she emphasizes how Bank Street ideas are being used and adopted throughout the State. Our capacity to provide direct services at this time are severely limited; there is still a bond of support that is helped by phone and letter contacts.

o When Boulder, Colorado's Assistant Superintendent, Mel Weisly first began working with Follow Through in 1967, he was always mindful that Boulder needed " to be prepared for the day the Feds pulled their money out." He worried about it being to expensive for the local district to pick up. In the last years two "Experiential Alternative Prorams" have sought special support from their school board to function regardless of federal funding. I understand from Carolyn Topping, the Project Director, that permission has been granted in principle, and methods for financing the programs in future are being explored. These alternatives are based on the Bank Street Approach, and the strength of the program comes from the parent and administrative support that has been engendered through a positive Follow Through Program. In our most recent conversation, she asked if we could provide data that might help show the board that this approach was effective with children in relation to achievement beyond the grades directly involved.

In conclusion I want to reiterate the five most compelling reasons for continuing Follow Through.

- o As a historically grounded model for public schools of effective ways to serve young children and their families.
- o As a model for State Agencies for the management of school improvement programs. The Planned Variation design is of greatest value as a model for managing school improvement by avoiding the political conflicts built into situations in which States tell School Boards what to do. Accountability is part of such a system in ways that allow for non-adversarial relationships.
- o As a model for school districts for positive ways of involving parents in democratic decision making and in their children's lives in school.

- As a model for local schools to see in operation what is capable of being done and to offer the notion of alternative approaches.
- As a working opportunity for the U.S. Department of Education to develop more effective ways of using the resources available to be of help to its constituents.

In times of scarce resources, the federal government must look to high leverage, low cost (relative to potential impact) methods of supporting programs that improve the opportunities for educating our young children. The continuation of Follow Through offers those advantages.

Mr. KILDEE. Thank you very much.

Mr. Hansberry.

Mr. HANSBERRY. Thank you, Mr. Chairman.

Mr. Chairman, members of the Subcommittee on Human Resources, my name is Edward Hansberry.

I am representing the school district of the city of Flint, MI.

Flint is the home of the community school concept. It is the birthplace of General Motors. It is the home of a nationally validated Follow Through project and the recipient of a 1985 certificate of merit for outstanding progress toward excellence in compensatory education from the U.S. Department of Education.

I would like to thank you for the opportunity to appear and present testimony on behalf of the Flint Board of Education, the studies of the Flint Community Schools, and the total Flint community.

The administrative organization of the Flint School District is divided among several administrative units. The major components are the elementary, the middle school, and senior high school community education divisions. Other divisions are organized as support to these divisions.

My responsibilities require me to serve as coordinator of Compensatory Education Programs.

The Compensatory Programs Department is responsible for coordinating and implementing the ECIA Chapter 1 Program, Head Start, Follow Through, the Follow Through Resource Center, and Indian Education, which are federally funded programs.

My comments will be confined to first presenting a brief historical description of Flint's involvement with Follow Through and how the program is implemented in our school district.

Second, my comments will be directed toward refuting the argument that Follow Through duplicates the efforts of Chapter 1.

Further, I will show how Follow Through is different from Chapter 1. Finally, I will present support for continued funding for the Follow Through Program.

The historical description. Historically, Flint Follow Through Program was developed in 1969 at Dort and Manley Community Schools. The program came in to being through the efforts of the Head Start parents and school district personnel. Parents, community people, and staff were in agreement that a comprehensive educational program which would meet the needs of low-income students was necessary.

The national Follow Through concept was designed as an experimental, planned variation program, which is intended to be preventive rather than remedial in nature.

This approach provides for a variety of programs to be tried in kindergarten through third grades, with university based educational specialists sponsoring different models in selected school districts.

These models fall in to three categories. No. 1, basic skills programs; No. 2, cognitive conceptual skills programs; and, No. 3, programs developing self-concepts and attitudes toward learning.

In Flint, several models were—which had realistic, reachable, yet reasonably high objectives to which students could aspire and achieve necessary basic skills for success in school were reviewed.

Parents, community residents, and staff were in agreement that a comprehensive educational program, which would need low-income student needs, should be selected.

The direct instruction method of teaching, sponsored by the University of Oregon, and originally developed by Siegfried Englemann at the University of Illinois, was chosen as a parent implemented instructional program.

Parents would for a policy advisory committee and would have input and policymaking decisions concerning the implementation of the program at Dort and Manley Schools.

The program, during most of its operation, has served students in kindergarten through third grades.

The economic level of the majority of participating students is consistently below the national poverty level.

Because the Follow Through concept is preventive rather than remedial, the major objective is to raise the level of achievement to at or near the national norm by the end of the third grade.

Prior to the intervention of Follow Through in 1968, third grade SRA composite scores for Dort and Manley Schools was second grade, eighth month, while the national norm at the end of third grade was third grade, ninth month.

Economically disadvantage students who participate in the Follow Through Program from kindergarten through third grade will perform at the national norms. Our students are maintaining achievement at or near the national norms in reading and above the national norm in mathematics.

For the 1984-85 school year, third grade Follow Through students in Flint were achieving a third grade, third month in reading and fourth grade, first month in mathematics. The national norms for that year are 3.7 in both reading and mathematics.

Comments refuting the argument that Follow Through duplicates the efforts of Chapter 1. Chapter 1 and Follow Through are both compensatory education programs. As such, they are intended as an intervention into the lives of people who are judged to have socioeconomic handicaps that would limit their school achievement or life chances.

Compensatory education programs attempt to make up for a broad range of learning supports and experiences that are missing in the home or in the school.

The purpose of Chapter 1, as stated in section 552 of ECIA of 1981, is to continue to provide financial assistance to State and local educational agencies to meet the special needs of educationally deprived children on the basis of entitlements calculated under title I of the Elementary and Secondary Education Act of 1965.

It was intended to provide financial assistance to local school districts in planning and operating special programs for educationally deprived children preschool through 12 grade. It is a supplemental program and is not intended to be used to supplant any current program provided in the school district.

Programs supported with Chapter 1 funds are remedial instruction in basic skill areas, such as reading and mathematics, to upgrade the achievement levels of children; the hiring of additional teachers and teacher aides to individualize instruction; summer programs which enable students to retain and reinforce material learned during the regular school year; and in-service programs for teachers and aides.

The purpose of Follow Through is to provide comprehensive services to low-income children in the early grades. It was conceived as a program that could capitalize on the gains made by children in Head Start and other preschool programs.

The program provides pupils with instructional programs and general health services, including dental care, nutritional meals, and other physical and emotional supports.

Follow Through funds may be used for intensive reeducation of teacher, and curricular models, and for parent activities. These include training as teacher aides, effective observers, and decisionmakers in education.

Follow Through money may not be used to pay salary of regular teachers during the normal day.

Instructional programs. Chapter 1 provides supplemental services to children who are below grade level for age and grade placement in communicational and computational skills.

Children must live in a Chapter 1 target area and an educational needs assessment must be determined to determine which children are most educationally deprived.

Special programs are then designed to meet their needs.

In Flint, Chapter 1 services are available from preschool, for 4-year-olds, through the middle school grades based on this demonstration of need.

Instruction in Chapter 1 is diagnostic and prescriptive, usually done in a pull-out program.

Follow Through programs begin at kindergarten and last through third grade. Our model emphasizes programmed instructional techniques in highly structured, self-contained educational settings, attempting to prevent a later need for remediation.

The differences between Follow Through and Head Start. No. 1. Follow Through programs have a research, evaluation, and university sponsor based design, which is a built-in quality.

No. 2. Follow Through programs have continuous test data collected and analyzed by the sponsor, who offers immediate and continuous feedback on teaching strategies, organization and scheduling, the basic skills curriculu, and staff development.

No. 3. Follow Through programs are used to deliver comprehensive services. These services include reading, language, and mathematics.

No. 4. Follow Through programs do not duplicate the remediation efforts of chapter I.

And No. 5. Follow Through parent involvement is implemented through its policy advisory committee, where parents take an active part in decisionmaking involving the design and implementation of the project.

I'd like to give you what I would consider supports for continued funding.

No. 1. Follow Through has 21 programs certified for national validation by the joint dissemination review panel.

The Flint model through the efforts of our resource center has been adopted in nine States, 26 cities' school districts serving approximately 10,000 students.

Follow Through students, No. 2, are achieving above the national norm in mathematics and at near the national norms in reading and language. This achievement was attained in an environment which did not subject students to years of failure prior to attempts at remediation.

The programs has proven its value through the attainment of the program's major objective, which is to raise the achievement level of our children to within the national norms.

No. 3. And this is very important. Since the early years are critical in building a good learning roundation for the child, the Follow Through Program needs to continue providing this excellent beginning.

Due to the success of this unique individualized program, the lower elementary case load for Chapter 1 teachers is lightened, thereby allowing more concentration in the upper grades for those students who were not involved in the earlier years of the Follow Through program.

No. 4. The displacement of human resources of an effective program is highly undesirable to the Flint community, to the State of Michigan, and to the people of this community.

The proposed plan for a program phaseout and a continued reduction in funding is difficult to explain.

If Follow Through is to be eliminated, a major resource could be lost.

Mr. Chairman, Follow Through is a proven network of fostering educational excellence that offers a wealth of programs, methods, materials, and experienced personnel.

To eliminate the program now would be devastating to the students served by the program and a giant step backward.

I have prepared for you a detailed description of the Follow Through Program in a companion report.

And these supporting data are presented with the hope that they will assist you and the members of the committee in formulating your recommendations on the future of the Follow Through Program and the future of students in Flint and the rest of the country who have and may continue to benefit from the Follow Through Program.

Again, I express my appreciation on behalf of the Flint Board of Education and the Follow Through students and parents of Flint for the opportunity to appear before you.

Thank you.

Mr. KILDEE. Thank you very much for your testimony.

Without objection, your supporting data will be made a part of the record of this hearing.

[The attachment to Edward Hansberry's statement follows:]

COMPANION REPORT
A
Detailed Description Of The Flint Follow Through Program

Because of the success of the Flint Follow Through Project in raising the academic achievement level of third graders to the national norm, Flint Follow Through became nationally validated by the United States Office of Education in October, 1977 as an exemplary program. With national validation came the responsibility to establish a Resource Center to develop and disseminate materials of the Flint Follow Through instructional model and to provide inservice training to the staffs of school districts interested in replication throughout the United States.

HISTORICAL BACKGROUND:

The Flint Follow Through Project focuses primarily upon low income children in kindergarten through third grades who were previously enrolled in Head Start or similar pre-school programs. It is designed to provide comprehensive services, and parent participation activities, which aid in the continuing development of children and their families to their full potential.

Follow Through was authorized in 1967 when President Johnson charged Congress to extend the benefits of Head Start into the primary grades. Congress responded with a fifteen million dollar grant which the then Office of Education used for an experimental planned variation "program". This approach provided for a variety of programs to be tried in kindergarten through third grades with education specialists sponsoring different models in selected school districts. These approaches to education fell basically into three categories - (1) basic skills programs, (2) cognitive conceptual skills programs and (3) programs primarily developing self-concept and attitudes towards learning.

Flint became a part of the Follow Through scene in 1969 when the district, through the efforts of Head Start parents and school personnel, was funded for 7 kindergarten classes, 4 at Dort and 3 at Manley Communitiy Schools. The instructional model was a basic skills program developed by Siegfried Engelmann, and sponsored by the University of Illinois. Because of the vital parent input, Flint was funded as a Parent Implemented Basic Skills Project. An additional grade was funded each year so that student participation, by 1972, included kindergarten through third grades. During that time, the program developer, staff, and the sponsorship moved to the University of Oregon.

The Flint Follow Through Program currently serves 405 students in kindergarten through first grades at Dort and Manley Community Schools. The economic level of the majority of participating students is consistently below the national poverty level. The racial make-up is over 95% percent minority. Because the concept of Follow Through is "preventive" rather than "remedial", the major objective is to raise the level of achievement to national norms by the end of the third grade.

Since its inception, the project has seved 8,797 students. The chart below gives a breakdown of the number of children serviced in Follow Through from 1969 to the present time.

YEAR	GRADES	NUMBER OF STUDENTS SERVICED
1969-1970	Kindergarten	172
1970-1971	Kindergarten & First Grades	328
1971-1972	Kindergarten through 2nd Grade	504
1972-1973	Kindergarten through 3rd Grade	538
1973-1974	Kindergarten through 3rd Grade	449
1974-1975	Kindergarten through 3rd Grade	511
1975-1976	Kindergarten through 3rd Grade	459
1976-1977	Kindergarten through 3rd Grade	440
1977-1978	Kindergarten through 3rd Grade	438
1978-1979	Kindergarten through 3rd Grade	650
1979-1980	Kindergarten through 3rd Grade	645
1980-1981	Kindergarten through 3rd Grade	689
1981-1982	Kindergarten through 3rd Grade	630
1982-1983	Kindergarten through 3rd Grade	626
1983-1984	Kindergarten through 3rd Grade	635
1984-1985	Kindergarten through 3rd Grade	678
1985-1986	Kindergarten through 1st Grade	405

The Flint Project, as in all other Follow Through projects, provides comprehensive services in instruction, health, social services and parent activities. A brief summary of the major components follows:

INSTRUCTION:

Curriculum: Central to the Flint Follow Through Program is the classroom curriculum. The core of the curriculum is the Direct Instructional Method using sponsor developed Distar materials designed to be taught as small-group, face-to-face instruction by a teacher who follows its sequenced daily lessons in reading, arithmetic and language. These lessons, which utilize modern learning principles and advanced programming strategies, have been the basis for effectively teaching basic skills to the full range of children in our classrooms. Learning abilities range from those children who can procede quickly through the programs to those lower performing children who require more time to complete them. Each of the curriculum programs has three levels. When the children complete all three levels they are transitioned into other programs and series used in Flint schools. This completion can come at the end of the second or while in the third grade, depending upon when they began instruction and the rate at which they were able to progress through the programs.

Instruction is initiated at the kindergarten level, which is an extended day program. The extended day permits the completion of Level I of the Reading, Arithmetic and Language programs by many of the kindergarten children. The goal of all reading instruction is to make each child a fluent and independent reader, able to use written text as a means of learning new information while, at the same time, moving through the arithmetic and language programs at her/his own pace. The chart below outlines the components of the instructional program.

Flint Follow Through
Instructional Program

Reading Program	Arithmetic Program	Language Program
Reading I	Arithmetic I	Language I & II
Reading II	Arithmetic II	
Reading III	Arithmetic III	Language III

Continous Progress

Reading I - The focus is the teaching of decoding and some comprehension skills.

Reading II - The focus is the acquisition of comprehension skills and extension of decoding skills, with the teaching of reading fluently and accurately as additional goals.

Reading III - The focus is the acquisition of skills for content in science and social science selections. The primary objectives are to read for new information, to read for understanding and to read for application of rules and principles. The arithmetic component is designed to teach by a problem solving approach.

Arithmetic I - The focus is the teaching of basic addition and subtraction operations; memorization of number facts speed up the process and sets the stage for more elaborate problem solving.

Arithmetic II - The focus is the teaching of multiplication and fractions. The extension of addition and subtraction operations to include regrouping as well as measurement concepts involving time, money, length and weight are basic to this component. How to derive unknown facts from known facts and how to work story problems are also taught.

Arithmetic III - The focus is the teaching of borrowing, long division, column addition, multiplication facts and a wide variety of story problems. The language component teaches language as a basis for the comprehension of reading and the precise production of spoken language.

Language I & II - The focus is the teaching of the words and phrases used in describing actions, objects, object classification, object properties and in using relational terms; a variety of complete statements are also presented and practiced. Much general information is taught, for example, days of the week, months of the year, location names, occupations and geographical features. The advanced lessons teach such logical processes as drawing conclusions, cause and effect, multiple attributes, deductions, definitions, synonyms and opposites. Other language tasks teach the techniques of questioning strategies, sentence analysis and usage conventions.

Language III - The focus is on the teaching of writing, expanding the logical use of language and the teaching of basic grammatical rules. The program also teaches punctuation and capitalization rules. The building of writing and spelling skills are integral activities in both the reading and language components.

Teaching Strategies

Tasks in the reading, language and arithmetic components are presented in a quick and rapid manner. The students make many oral responses in every lesson. This strategy known as Direct Instruction, is designed to assure mastery of each lesson by every child. Direct Instruction includes positive reinforcement, individual turns, teaching to mastery, and pacing.

Classroom Organization and Scheduling

There are a total of 17 Follow Through classrooms, 8 at Dort and 9 at Manley. In addition to the certified teacher in each classroom, the services of 5 paraprofessionals are also used in the project. The three subject components are taught in small groups of 6 to 12 children. Each group spends 30 minutes in each subject area, followed by independent reinforcement activities. Teachers also present the other disciplines required by the Board of Education, such as music, social studies, science, art and physical education. Learning centers in each classroom for each of the subject areas are essential for instruction with small groups. Interest centers for children which lend themselves toward independent reading and other activities include small libraries, science centers and bulletin boards.

Encrichment Activities

Enrichment activities provide an opportunity for Follow Through children (1) to discover more about their world, (2) to examine a variety of career possibilities, (3) to learn more about their heritage and (4) to think creatively. These activities have taken the form of (1) field trips, (2) Spanish classes for first grade students, (3) participation in holiday and heritage programs, (4) participation in the Follow Through sponsored all-school Thanksgiving dinner, (5) creative movement classes in kindergarten, (6) visiting storytellers, (7) personal hygiene classes (8) reading contests, (9) spelling bees, and (10) an introduction to the world of high technology with two micro-computers and related instructional materials at each project school.

Staff Development:

Each year an assessment of staff needs is made upon the completion of staffing. This assessment is an indication of the amount of pre-service and on-going staff development needed. Other factors that determine the amount of staff training are program changes and revisions, special pupil needs, and parent training activities. The staff development plan is implemented with pre-service workshops and scheduled inservice sessions.

Local teacher supervisors are responsible for the implementation of the staff development plans and for classroom monitoring of all Direct Instruction teaching. Teacher supervisors do demonstration teaching in the classroom when needed or requested by the teaching staff.

Support Services:

The noninstructional services which support the instructional program and are directly related to student achievement include the health component, social services, and parent involvement components.

Health

One full time registered nurse implements a comprehensive program of health and nutrition services. The Program provides the following screening services for children:

(1) Dental screening
(2) Vision Screening
(3) Hearing Screening
(4) Sickle Cell Screening
(5) Kindergarten Screening

For some problems which might require other medical, psychological, or surgical treatment which the program does not provide, referrals are made to local support agencies within the school district and the community.

The maintenance activities of the health component includes the following:

(1) Providing dental treatment for those students found to have defefcts.
(2) Referrals of children with vision and hearing defects.
(3) Parent education.
(4) Instruction of students regarding the importance of good health habits.

Health Services for 1984-85 include:

Vision Program

Students screened................................719
Students referred for vision defects.............20

Dental Program

Students screened for defects...................327
Students found having defects....................94
Students attending private dentists.............106

Social Services

(1) Follow Through parents have a variety of social services available to them in time of need. The program's parent coordinator acts as a mediator, helping parents obtain assistance from community agencies.

(2) Follow Through works closely with the county extension service, which offers classes and seminars for parents on meal planning, budgeting and home management. Community clothing banks are yet another invaluable source of help to Follow Through families.

Parental Involvement

Parent involvement is a necessary component. The Flint Follow Through Program relies heavily on its parents. The program relies on the input of the Policy Advisory Committee (PAC) in program operations and decisions. The PAC is composed of parents of children in the program plus other significant comunity representatives. In addition to the PAC members, a Parent Coordinator has the responsibility for working with parents and encouraging them to become active in Follow Through activities.

The success of the Flint Follow Through Progarm can be directy traced to the commitment and trust the Flint Community Schools has in parents.

A Parent implemented program means that parents have participated in:

(1) Selecting the Sponsor or educational design.
(2) Selecting the Director for the program.
(3) Organizing the various components.
(4) Hiring of parents of the children in the program to work as paraprofessionals.

The Parent Advisory Committee meets monthly to conduct business. The PAC is responsible for the design of a meaningful parent involvement program that includes, parent education programs and parent enrichment programs. As a result of these programs, parents are involved in many activities that help to enrich their lives. Some of these activities include participation in:

(1) Social Services Activities
(2) Nurse Aide Classes
(3) G.E.D. Classes
(4) Infant Training Classes
(5) Feminine Health Classes
(6) Catering Classes
(7) Nutrition Classes

Eighteen teacher aides have received scholarships to further their education. Eight of these former teacher aides are actively working as teachers in the Flint School District.

Field trips help parents become aware of the community around them. Parents become aware of the various cultural resources that will help enhance their lives and assist in broadening knowledge of the resources available to them.

Volunteer recruitment and volunteers remain a high priority. They work in the programs as:

Classroom Volunteers
Health Aide Volunteers
PAC Chairperson
Health Clinic Volunteers

EVALUATION:

Table I

SRA TEST RESULTS

1976-1977 through 1984-85

Flint Follow Through Program

Grade 1			Dort		Manley		National Norms	
	Average Gains							
Year	Rdg.	Math	Reading	Math	Reading	Math	Reading	Math
1976-77*	1.80	1.65	1.5	1.5	2.1	1.8	1.9	1.9
1977-78	2.05	1.60	1.6	1.4	2.5	1.8	1.9	1.9
1978-79	1.90	1.70	1.6	1.6	2.2	1.8	1.9	1.9
1979-80	2.05	1.75	1.9	1.7	2.2	1.8	1.9	1.9
1980-81*	1.80	1.45	1.6	1.3	2.0	1.6	1.8	1.8
1981-82	1.45	1.85	1.3	1.9	1.6	1.8	1.8	1.8
1982-83	1.55	2.10	1.4	2.1	1.7	2.1	1.7	1.7
1983-84	1.50	2.00	1.3	2.0	1.7	2.0	1.7	1.7
1984-85	1.60	2.20	1.5	2.3	1.7	2.1	1.7	1.7
Grade 2								
1976-77*	2.65	2.35	2.5	2.3	2.8	2.4	2.9	2.9
1977-78	2.35	2.50	2.1	2.4	2.6	2.6	2.9	2.9
1978-79	2.70	2.50	2.6	2.5	2.8	2.5	2.9	2.9
1979-80	2.80	2.50	2.7	2.4	2.9	2.6	2.9	2.9
1980-81*	2.80	3.15	2.6	3.2	3.0	3.1	2.8	2.8
1981-82	2.40	3.50	2.5	3.5	2.3	3.3	2.8	2.8
1982-83	2.40	3.15	2.8	3.7	2.0	2.6	2.7	2.7
1983-84	2.35	3.50	2.6	4.0	2.1	3.0	2.7	2.7
1984-85	2.10	3.10	2.0	3.3	2.3	2.9	2.7	2.7
Grade 3								
1976-77*	3.40	3.75	3.3	3.7	3.5	3.8	3.9	3.9
1977-78	3.60	3.95	3.4	4.1	3.8	3.8	3.9	3.9
1978-79	3.70	3.80	3.5	3.9	3.9	3.7	3.9	3.9
1979-80	3.70	4.10	3.7	4.1	3.7	4.1	3.9	3.9
1980-81*	3.15	4.05	2.7	3.8	3.6	4.3	3.8	3.8
1981-82	3.00	4.00	2.7	3.8	3.3	4.2	3.8	3.8
1982-83	3.10	4.15	2.8	4.2	3.5	4.1	3.7	3.7
1983-84	3.25	3.95	3.4	4.2	3.1	3.7	3.7	3.7
1984-85	3.3	4.1	3.5	4.4	3.1	3.7	3.7	3.7

* As measured by the 1972 Edition of the SRA Achievement Series

** As measured by the 1978 Edition of the SRA Achievement Series

RESOURCE CENTER:

The Flint Follow Through project is one of 21 Follow Through projects throughout the United States, and the only one in Michigan to receive a special grant for the establishment of a Resource Center.

The Resource Center is playing a key role in the dissemination of Flint Follow Through's instructional model to other communities.

The Flint Follow Through project is a member of the National Diffusion Network, established by the United States Office of Education in 1977 to assist school districts that are searching for ways to improve their instructional program. The project is included in the NDN publication, "Educational Programs That Work".

The Flint Follow Through Resource Center services are:

1. Introductory awareness sessions about Direct Instruction
2. Pre-service training
3. Bi-monthly classroom consultant services
4. Professional library materials
5. Sample teacher materials
6. Technical assistance from the Sponsor, the University of Oregon
7. A program monitoring system using criterion-referenced tests at no cost to the adopting school district.

The requirements which Flint observes as an adopting district include:

1. Administrative and teacher support of program installation
2. Two-year implementation of the program
3. Pre-and post-test data to demonstrate effectiveness
4. Purchase of teacher and student materials

School districts who have adopted the Flint Follow Through Instructional Model and have been trained by the Resource Center Staff include:

Table II

State	City	Schools Involved*
Alaska	Lower Yukon School District	8
California	North Highlands	2
	Roseville	1
Florida	Orange County	7
Georgia	Crisp County	5
	Lee County	1
Illinois	Champaign	1
Kentucky	Clay County	1
	East Bernstadt	1
	Breckenridge County	6
	Jackson County	3

State	City	Schools Involved*
Maine	Belfast	5
	Portland	6
Michigan	Buena Vista	1
	Detroit	2
	Fenton	2
	Grand Ledge	1
	Lakeville	3
	Ludington	5
	Mt. Morris	4
	Saginaw	1
	Saginaw (Summer Migrant Progarm)	1
	Vicksburg	1
	Willow Run	1
Vermont	Waterbury	1
TOTAL 9 States	26 Cities	70 Schools

* Approximately 10,000 children directly involved.

As the Flint Follow Through Resource Center fulfilled its two-year committment to adoption sites, it became appropriate to select outstanding sites to serve as demonstration models.

The Resource Center conducted a three-day seminar for ten adoption sites. They were given necessary training and strategies to act as demonstration and training resources for their states. This unique partnership of Projects, Resource Center and Satellite Sites has proven cost effective for the expansion of the Resource Center network. It has also acted as a vehicle for the professional growth of our adoption sites and local support staff.

In 1981, the Resource Center sponsored Cordele, Georgia in its successful application to the Georgia State Department of Education for state Validation of its project resulting in funds to become a demonstration site. Through this link, the Resource Center has welcomed eight "second generation" adoption sites from Georgia to its ever expanding network.

cc: Dr. Joseph F. Pollack
Dr. Nathel Burtley
Mr. August Brandt

Mr. KILDEE. I have a question, first, for Dr. Ramp, but others may join in and respond if they wish also.

Some have said—and I think Mr. Petri, acting as devil's advocate, was talking about this—that follow through serves a select few.

Could you expand on your comments regarding the effectiveness of Follow Through dissemination efforts? How many children receive the benefits of that dissemination? And what would happen to dissemination if Follow Through were not reauthorized?

Mr. RAMP. According to our last survey, which is about 1½ years 2 years old, we were reaching—well, let me begin. I believe we have 58 communities currently supporting Follow Through programs.

Through those programs and their sponsoring organization, at the last count, we were reaching approximately 700 additional communities. If my numbers are correct, 440,000 additional children directly receiving Follow Through programmatic benefits. And if we count children in classrooms using materials developed through the Follow Through Program, we probably reach in excess of 2 million children a year.

If the Follow Through Program were to be phased out or eliminated, the mecanism for this dissemination would die.

Although Follow Through funds are limited right now, we're making extremely efficient use of those funds as far as our ability to reach out and get to other schools and communities.

But there is no backup or replacement system for this dissemination effort if Follow Through goes away.

School districts, as much as they love the program and as much as they want others to use the models that are in place there, have no reserve or reservoir of funds available to them to pick up and carry on with this effort. It would go away.

The Department of Education representatives are likely to point out to you next Tuesday that, well, the program won't really disappear, it will simply be provided for through chapter II of the Education Consolidation and Improvement Act of 1981.

There are at least 28 other programs that are theoretically being taken care of through that same act.

Our data are very clear on this fact. The average Follow Through budget is greater than their entire district allocation under chapter II. Because what chapter II does, it takes what seems like a larger sum of money, and it is in solid terms, and distributes that not among 58 communities, but among 16,000 school districts. The money doesn't go very far.

One of our Indian projects in Lac du Flambeau, WI, Mr. Petri's been there. I believe their Follow Through budget is approximately $90,000 to $100,000 a year. Their total allocation under chapter II of ECIA is less than $2,000.

The administration is likely to point out that there are other programs like chapter I that are doing the same thing. They're not.

As you just heard, chapter I and Follow Through do very different things. They're both compensatory education programs. But chapter I, in most every community I'm aware of, concentrates its funding at the junior and secondary grade levels. There is nothing really there to catch these children when they first enter what to many of them seems like a hostile environment of our schools. It's not hostile. Certainly not deliberately so. But it is not equipped to deal with the special needs of these disadvantaged kids.

And without Follow Through there is no backup system. You know, the o ring will go. There's nothing really to catch it if the small appropriation we've been receiving goes away.

Mr. **Kildee**. Yes, sir.

Mr. **Feldman**. Let me just suggest that Gene's—the study that Gene referred is based on our current resource centers.

There's a lot more dissemination of practices that we have no idea how to count in terms of reality. For instance, the New York City dissemination effort would not be counted among those statistics. And that involves millions of children.

Mr. **Kildee**. On that point, if you could supply the subcommittee with some objective data, where you can actually specifically count the number served, and then any additional data, where you can demonstrate that even beyond those objective numbers, there's still further dissemination, we'd appreciate that.

Yes.

Mr. **Rhine**. Mr. Kildee, could I respond to that issue?

Mr. **Kildee**. Sure.

Mr. **Rhine**. I think the argument that I hear; namely, that if there's something really good going on in Follow Through it should be able to make a case for itself at the local level, and if it's really as good as people say it is, it should be picked at the State level and supported, and, therefore, if the support from the Federal level the quality of the program will carry it, then, at State and local levels, I find that—I find that an intriguing position. And I wish I could be convinced that it was the case.

But I think, unfortunately, Follow Through, even with the exemplary record that so many of the programs have, in competing now for money from State budgets would certainly be a new person on the block, without well established—without a well established mechanism, such as the one that exists at the Federal level.

I'm not really optimistic about the ability of Follow Through to compete in most States. In my own State of Missouri, for example, I think that to come in as a new influence, requesting State support, is just, on the face of it, not going to be a very inspiring thing to happen as far as State legislators are concerned.

And I would just like to add one other thing. It just seems to me that the implications of whether large numbers of our children are educated effectively or not has within it such an obvious Federal interest.

It's an interest that can't be left to chance. I mean we would hope that the States would recognize that the economic interests in the State require the effective education of children. And I think that's generally the case.

But these important implications so far as military and economic preparedness, it just seems to me that there's such an obvious Federal interest here that that simply cannot be left to chance.

Mr. **Kildee**. Thank you.

On that point, before I defer, and I have just one more moment here, Mr. Hansberry, what would the impact on the Flint community schools be if the Federal Government did not reauthorize this program? Could you expect the Flint tax base or the State legislature to pick up the costs?

Mr. HANSBERRY. At this point, that answer would be no. Mainly because when Follow Through was—it was first indicated that Follow Through would be phased in to chapter II, the parents and the Flint Follow Through project immediately had a meeting with the administrative council trying to determine how much of the Follow Through funding did come from the chapter II source. That answer was nothing.

The philosophy is that if it's a Federal program and the Federal funds are phased out, we don't have local funds to pick up all of the efforts that the Federal Government has had and will stop funding.

The impact on the human beings involved in the program would be impossible to count.

You're talking about a program that was funded at almost $400,000 4 years ago, with 27 paraprofessionals working in it and some 34 people. That project has been reduced for some time. And the reductions have not picked up by the school district except in one case.

But that would be devastating to us because we would lose that total program.

Mr. KILDEE. Thank you.

Mr. Bruce.

Mr. BRUCE. No questions. I have enjoyed the testimony.

Mr. KILDEE. Mr. Perkins.

Mr. PERKINS. Well, I regret that I haven't had an opportunity to get here earlier. I was on the House floor giving a speech, and that required my presence. And I'm sorry. I apologize to the panel for not having an opportunity to hear everything that was said.

I would only just say that I think Follow Through is an excellent program. And I am sure we'll be working together in the future to see its continuance.

Mr. KILDEE. I want to thank the panel.

We will keep the record open for 2 weeks, to extend beyond the day when the administration testifies. You can respond perhaps to their testimony or, if you wish, to submit any additional testimony. If you could send us some of the data you have to show how widespread that dissemination is and how many students are affected, we'd appreciate that.

Thank you very much.

Our next panel is Mrs. Dorothy Rice, Director of the Follow Through Program in Washington, DC, accompanying Mrs. Helen Suber and Clinton Gatlin, Follow Through parent and student; and Mrs. Lauretta Brown and Xavier Brown, Follow Through parent and student.

If they would come forward.

Ms. SUBER. Ms. Brown has just stepped out. She'll be right back.

Mr. KILDEE. Sure. OK.

You can come up right now and we will have some of the customers of Follow Through. Very good.

Welcome to all of you.

How are you doing, guys? How are you doing?

Maybe we can ask the teacher, Mrs. Rice, to tell us a little about her class and how it functions, and who it serves, and how successful it has been.

Do you want to start out and introduce the people with you and let them make comments?

STATEMENTS OF DOROTHY RICE, DIRECTOR, FOLLOW THROUGH PROGRAM, WASHINGTON, DC, ACCOMPANIED BY HELEN SUBER AND CLINTON GATLIN, FOLLOW THROUGH PARENT AND STUDENT, AND LAURETTA BROWN AND XAVIER BROWN, FOLLOW THROUGH PARENT AND STUDENT

Ms. Rice. I'm Dorothy Rice, Director of the Nichols Avenue Follow Through Program here in our city, Washington, DC.

This morning, upon the invitation from your office—and we're very glad to be here—I have brought with me two parents and their children.

We have one third grader, Clinton Gatlin.

Mr. Kildee. Clinton. Which one?

Ms. Rice. Clinton.

Mr. Kildee. Hi, Clinton. Welcome.

Ms. Rice. And we have one second grader, Xavier Brown.

Mr. Kildee. Xavier, welcome here.

Ms. Rice. And Mrs. Lauretta Brown, his mother.

Mr. Kildee. Mrs. Brown.

Ms. Rice. And Mrs. Helen Suber, who is the guardian and grandmother of Clinton.

Mr. Kildee. Mrs. Suber.

Thank you.

Ms. Rice. We are a very small Follow Through program. And we are also a direct instructional model, the same model as Flint, MI, with the same sponsor.

Over the years, we have been in operation here since 1969.

Although I have not been with the program all that length of time, we have seen successes through our student achievement on standardized tests. We were also validated in 1980 by the Joint Dissemination Review Panel.

We are now doing as well as we can with the budget cuts that we have received each year. And we do have support from our school system, who is helping us to mainting the Follow Through program.

Most of it has come through the insistence of parents, who have had children in the program over the years. And they have demonstrated with our school board to keep the Follow Through program.

And one of the parents here has been a strong part of that movement. All of the parents of our Follow Through children are involved.

With the testimony from the gentlemen who were you, if you noticed, there was a lot of parent involvement. The funding is important. But one of the most important factors about Follow Through programs is the parents do get involved. And they get involved in many ways, not only academically, but also in the social services area and what we call the child development area.

We find that the children, knowing that their parents will come into the schools, seems to have more of a—develop more self-concept. They are proud. And they know that the parents are coming in. And it helps them to be on their best behavior and to show their parents what they can do. It gives them a chance to show off.

Mr. KILDEE. The parents, I know, are involved in this Follow Through program.

Perhaps, Mrs. Brown, Mrs. Suber, could you tell some ways in which you are involved with the program, working with the schools. And just take the mike.

Ms. BROWN. My involvement in the Follow Through program has been——

Mr. KILDEE. Could you speak up a little? These mikes aren't too sensitive.

Ms. BROWN. It's been successful. And I've enjoyed every moment of it.

Mr. KILDEE. Yes.

Ms. BROWN. And I'll continue to do it.

Mr. KILDEE. Do you feel that your son is benefiting from this program?

Ms. BROWN. Oh, yes.

Mr. KILDEE. You can see the difference?

Ms. BROWN. Oh, yes.

Mr. KILDEE. Mrs. Suber, do you want to pull the mike up there, too? The big mike there.

Ms. SUBER. OK.

Mrs. Suber is known for a big mouth, so she doesn't need the microphone.

Mr. KILDEE. OK. You ought to run for Congress then.

Ms. SUBER. Even the children know Mrs. Suber.

I, for one, would not have done without the Follow Through program.

I have two sets of children, and they've a 12-year difference in them. So, that makes me a dynamite Follow Through parent. And the reason for that is that the older children did not have access to Head Start and Follow Through. The last set of kids, after that 12 years, the last set did. And there's a tremendous difference in there.

I became a Follow Through parent. From the Follow Through parent, I went in to the Head Start Program—I went in to the Follow Through Program from Head Start.

And there was so much tremendous difference in the children. And I said that it has been a rewarding experience.

My two older—my two kids went in there. They're 20 and 21 at the time now. One is in college, and the other one has a child of her own that's in the program.

So, I've had my children, nieces, nephews, and, as I said, now, grandchildren to come into this program.

This program has meant a world of difference to the community.

When I went in to the program, like I said, I was a Head Start parent. So, I knew that we had to work with the children.

But when we went into Follow Through it was a totally different thing. Administration, teachers, even to custodian, everybody made us welcome, and we all worked at it together.

I have been in the Follow Through Program since 1970. And the thing that I've heard from the panel today—and if this room was filled with Head Start parents, they would have stood up and gave them a standing ovation, because they want this Head Start Program to go further in to upper grades.

Now, this is something that we here in Washington have almost begged for and cried for, that it would go further than the third grade. And this was because that our children did so well in K through third. So, when they began to come out, we were almost afraid to put them in a school that did not have a strong program.

If this—if it came to a point where we had to look for a school for our children, we didn't want them to lose what they had already gained. We wanted them to hold on to what they had gained.

Mr. KILDEE. On that point, Mrs. Suber——

Ms. SUBER. Uh-huh.

Mr. KILDEE [continued]. Could you find some differences?

You saw two groups of students in your own experience, some who had the Follow Through and some did not. Could you see some differences in their like reading ability?

Ms. SUBER. Their reading ability is excellent.

Mr. KILDEE. With those who had the Follow Through. You find a difference.

Ms. SUBER. Those that had Follow Through, a difference.

Like I said, I had the two sets.

Mr. KILDEE. Yes.

Ms. SUBER. So; I can compare the two sets.

Mr. KILDEE. Right.

Ms. SUBER. And with the first set of kids that did not have the Head Start or the Follow Through, they were slow in reading. I had one that had a problem in math. And that itself was left to me because I was the only person in the house to do that.

When they went into school, I had to be—the parents had to be—have them, say, ready for their alphabet, if they don't know but half of it. They at least—we wanted them to be able to count from 1 to 25. They had wanted—we wanted them to know their colors, their names, and their addresses, and things. So, that was left to the parent at home by theirselves for the first set.

With the Follow Through children, when they went from Head Start, they had begin to know when they went in to Follow Through.

When they got in to Follow Through, it was a new ball game.

When the parents got in to Follow Through, because we went to Follow Through with them, we were used to Head Starts, working in the buildings, you know, with the little—find out little things like bake sales and all of that in Head Start.

When we went to Follow Through, it became a whole package. We had to. And it wasn't that we had to, but if you wanted to be part of Follow Through, then you would have to learn that the teachers, the administration, and everything was there to help you become part of this everyday structure.

Mr. KILDEE. Yes.

Ms. SUBER. And that is what we had to become. We had to become teacher's aides, our title at that time. We didn't have a title at that time when we first came in. We worked at it. Some of us—some of them became teacher's aides after.

Maybe the children had gotten as far as the first grade, and they became educational aides in the program.

But we had to learn that Follow Through was a togetherness program. It came from not only the child educationally, it came from the whole channel. And this is the one thing that I love about Follow Through.

Mr. KILDEE. Let me ask you this question, Mrs. Suber.

Ms. SUBER. Yes.

Mr. KILDEE. Do you think that the children who have gone through the Follow Through Program have perhaps a better feeling about themselves, that they feel they can succeed?

Ms. SUBER. They have.

Mr. KILDEE. Does that help them?

Ms. SUBER. They have an excellent feeling about themselves because they are taught that every day.

Mr. KILDEE. That they can succeed.

Ms. SUBER. That they can succeed. They are somebody, and they can do it.

Now, I can't—I—you know, I'm not sitting here saying that every child that comes Follow Through breezes through it, now, because they don't.

Mr. KILDEE. Right.

Ms. SUBER. Because I had one that had to take his time coming through there.

Mr. KILDEE. Yes.

Ms. SUBER. But where is he now? He's down in college now.

So, he had to take his time. I think he had problems with the reading at first.

But with everybody pulling with this one child, he began to get what he had to have.

My little girl, I'd say she breezed through it.

But every child can't do it. But at least these kids know. They know if they haven't had their breakfast in the morning, they know who to go to to get that breakfast. They know if they have—if they're sick, they know who to come to to say they're sick. And they know that we'll find out what's the matter with them.

It's not just the thing of saying to them, well, okay, you know, we'll call momma, and let momma come and get you. No, no, no, no. We start right there finding out what his problem is. And then if it's a problem that momma has to come and get him to carry him somewhere, momma knows exactly where to carry him, because she knows all she has to do is call us and say, well, he's running a temperature, I don't know what to do with him—carry him such-and-such a place.

Mr. KILDEE. Yes.

Ms. SUBER. It is a complete connected family.

Mr. KILDEE. Mrs. Brown, has that been your experience, too, that through the reading skills, or the mathematical skills, the child will gain a good feeling about him or her self? Has that been your experience?

Ms. BROWN. Oh, yes.

My daughter—I mean my son is a little slow in math. And now they are working with him, and he's doing much better.

Mr. KILDEE. You see some progress there?

Ms. BROWN. Yes; there's been progress. Yes.

Mr. KILDEE. Good.

Ms. BROWN. And they've done a wonderful job with him, because he's come a long way.

Mr. KILDEE. Let me ask Xavier.

Do you want to pull the mike up there and just——

How do you feel about the program, Xavier?

Mr. BROWN. Fine.

Mr. KILDEE. Do you think it has helped you in your reading skills?

Mr. BROWN. Yes.

Mr. KILDEE. How about in your math skills? Mathematics, arithmetic? Has it helped you there?

Mr. BROWN. Yes.

Mr. KILDEE. OK.

Let me ask Clinton.

Do you want to take the mike over to Clinton there?

Clinton, how do you feel about the program?

Mr. GATLIN. Fine.

Mr. KILDEE. Has it helped you in your reading?

Mr. GATLIN. Yes.

Mr. KILDEE. How about your arithmetic?

Mr. GATLIN. Yes.

Mr. KILDEE. Do you think the program is a good program then?

Mr. GATLIN. Yes.

Mr. KILDEE. OK. Very good.

All right. Mrs. Rice, do you want to have some more comments here?

Ms. RICE. One of the other comments I would like to make is in reference to the national norms on standardized tests.

Prior to assistance mandated with constant base curriculum, we knew that we already had a constant base program in the direct section, because the kids were scoring at and above grade level consistently beginning in 1971. And we have data to show that.

Mr. KILDEE. Very good.

Mrs. Rice, one of the components of Follow Through is dissemination is good experiences in Follow Through.

Do you think that has helped perhaps the Washington, DC, school district?

Ms. RICE. It has helped us in that, number one, we're the only Follow Through Program here. And we have had people come from other countries who want to see a program for children that they feel needs, sometimes, remediation, or some countries where education is not what it is in the United States.

Now, last year, we had a group of Chinese delegates who came to view the program because they are just getting in to early childhood education. And they wanted to see what an early childhood program in the United States would be like. And we were one of the sites that they visited.

And we have had people from—excuse me—South Africa, who have also been to see us.

But we do get visitors. We send out printed material. And we have people who are interested in our program.

Mr. **Kildee**. You said your program is modeled somewhat after the one in Flint, MI.

Ms. **Rice**. The University of Oregon is our sponsor. And we use this model.

Mr. **Kildee**. And they give you help then, and you can be in contact with them.

Ms. **Rice**. Well, we're in contact with the university, mostly by telephone now, because we don't have money to go to the west coast, and they don't have money to come to the east coast.

Mr. **Kildee**. OK.

Ms. **Rice**. But there is telephone contact. And we get technical assistance from them.

Mr. **Kildee**. Very good.

Mr. Perkins.

Mr. **Perkins**. A couple of things, just out of idle curiosity.

You say this program is based on Nichols Avenue?

Ms. **Rice**. The name of the program is Nichols Avenue Follow Through.

Mr. **Perkins**. Where is it based?

Ms. **Rice**. It's based at King Avenue and Sumner Road, Southeast, in the Anacostia area.

Mr. **Perkins**. OK. Just trying to place it about.

Where do these youngsters go to school?

Ms. **Rice**. They got to the Nichols Avenue Follow Through Program. We're a school within a school.

Mr. **Perkins**. Right.

Ms. **Rice**. Two schools in one school.

Mr. **Perkins**. I understand.

Ms. **Rice**. Uh-huh.

And they are attending the Nichols Avenue Follow Through Program.

Mr. **Perkins**. Could you explain to me—I went to W.B. Patterson——

Ms. **Rice**. Oh.

Mr. **Perkins** [continuing]. Down the road.

But in regards to the way that the Follow Through Program works, I think I'd really be interested in listening.

What do you do during a day? I mean what is an average day? How does it consist?

Ms. **Rice**. Oh. OK.

Mr. **Perkins**. Tell me the basics. That's what I want to hear.

Ms. **Rice**. Well, we are——

Mr. **Perkins**. In this program.

Ms. **Rice** [continuing]. Basically an elementary school program, early childhood.

You have your beginning, your day. You have a scheduled day with reading, and math, and language, library, handwriting, spelling, and those basic core subjects.

They are getting the basic core curriculum.

Where we feel we are—or where we are different is that we use the direct instructional model. And it is a consistently programmed reading and language series. It's all laid out.

Mr. **Perkins**. It's all what?

Ms. **Rice**. It's all laid out. The teacher does not have to run around wondering where am I going to get this and where am I going to get that. It's sequenced.

Mr. **Perkins**. Right.

Ms. **Rice**. So, the consistency and the sequencing is what causes the children to achieve. Because there is a consistency. And it goes from one lesson to the next. And it's on three levels. They start in kindergarten level, and it goes all the way through the third grade level.

Mr. **Perkins**. Uh-huh.

Ms. **Rice**. But it's a regular school day.

Mr. **Perkins**. All right.

During the remediation process, you said one student needs a little help with math, another might need a little help in reading.

Ms. **Rice**. Uh-huh.

Mr. **Perkins**. How is that administered? How? What happens when you hit a hangup? How do you reach out?

Ms. **Rice**. OK. We have two persons on staff. One is a teacher supervisor whose job it is to monitor the children, get the data from the teachers every week. And they—we know if this child is having a problem from the teacher, what the teacher says and from what the record shows. Because they're expected to make so much gain each week. If they don't do that, then he goes in, pulls that child, that group of children, gives them a little test to see, well, just what is it that we need to work on. And he himself will take those kids and work with them.

Mr. **Perkins**. During what time period? Is it done extra? Is it done during the day more intensively?

Ms. **Rice**. OK. Some is.

Mr. **Perkins**. Is it more individual attention?

Ms. **Rice**. Some is during. He goes into the classroom, and works in individual classrooms with the child during the day.

Now, the other help that they get is what we call an extended day program.

Mr. **Perkins**. Right.

Ms. **Rice**. Children are able to stay from 3:15 until 4:15 for tutoring and small group instruction where they are weak. And we're in to that right now.

Mr. **Perkins**. Uh-huh.

Ms. **Rice**. I don't think—oh, yes, one of these do attend extended day.

Mr. **Perkins**. So, is extended day a required portion if they feel that it's needed or is it an optional portion?

Ms. **Rice**. It's an optional program.

Mr. **Perkins**. Uh-huh.

Ms. **Rice**. We must have the parent's consent to do this because it is after the school hour.

Mr. **Perkins**. Uh-huh.

And then how are the parents drawn into the network and the system itself? How do you go about doing that?

Ms. **Rice**. Well, we call it recruiting volunteers.

Mr. **Perkins**. I was listening here, you know, to the story. It was kind of interesting.

Ms. **Rice**. Well, one of the things we encourage parents to and one of the things we have them commit themselves to do when they enroll a child in the Follow Through Program is that they will commit themselves to do *x* amount of hours of volunteer time in the school.

We like to get them into the school.

Mr. **Perkins**. Ah ha.

Ms. **Rice**. Then we get them. We have workshops, where we take them through the instruction the kids go through.

Then we have open house to get them into——

Mr. **Perkins**. Uh-huh.

I was very interested in that aspect. If I could just stop you for 1 second. The idea of having the parents and the children together. This is something that I think is going to be explored in great depth on a number of issues by this committee and the Education and Labor Committee in future times.

Ms. **Rice**. Uh-huh.

Mr. **Perkins**. Just tell me a little bit about how that works and maybe some of the experiences that these ladies have had with that type of situation.

Ms. **Rice**. Well, I can give you the structure. I'm sure Mrs. Suber will give you some experiences.

Mr. **Perkins**. That would be fine.

Ms. **Rice**. We, as I said, we ask the parents to commit themselves to coming into the school to volunteer.

Mr. **Perkins**. Uh-huh.

Ms. **Rice**. We have found that the first thing we hear is we don't know what the kids are doing.

The first paper they bring home with the different looking print on it, we start getting phone calls and questions. So, we built in. OK. We have a parent orientation workshop.

We put them—we treat them as if they are the children. We tell them about the program, and we give them a reading sheet, and put them through the same pace that the child will go through.

Mr. **Perkins**. OK.

Ms. **Rice**. Now, while we are doing that, we also have that parent to act as a teacher and give it back to maybe another parent or to the group, so that when they do go into the classroom they will not be strangers to what is going on, and also so that they can help the children at home.

And we make up little packets for them. And we are free, open to them any time for them to come in for assistance and to observe the children.

Mr. **Perkins**. What—what, may I ask, if you have any idea—I know it's difficult to ascertain—but what is the general educational background of the parents that are involved with this program?

Ms. **Rice**. I don't have data. I did a survey a few years ago, but I haven't followed it up in recent years.

At that time, the majority of the parents were below high school graduation.

Mr. **Perkins**. Uh-huh.

Ms. **Rice**. We have a few children whose parents have some post-grad work.

Mr. **Perkins**. Well, that would be very good, considering the illiteracy rate in America today——

Ms. **Rice**. Uh-huh.

Mr. **Perkins**. Being what?—between 25 and 60 million. We're so ignorant, we don't know what it is in America today, functional illiterates.

So, I think that would be excellent——

Ms. **Rice**. Uh-huh.

Mr. **Perkins**. If you could achieve that in this type of program. But if I could just move on to ask some of the recruits here.

What do you do when you go down there?

Ms. **Suber**. Well, we do from playground up.

Mr. **Perkins**. All right.

Ms. **Suber**. I, myself, when I first went in, I was in school——

Mr. **Perkins**. Yeah.

Ms. **Suber** [continuing]. At night to get my GED.

Mr. **Perkins**. Yeah.

Ms. **Suber**. So, that threw me into a panic.

When I went in to Follow Through, when my little girl came home and said—I said the word is at. She says, that's not the way you do it, Mommie. Says at. Say it fast, it says at.

Now, done turned my head upside down aways.

And I went through this, you know, for about a week.

Mr. **Perkins**. Yeah.

Ms. **Suber**. And I said to myself, now, the only way I'm going to be able to help her—there is a take home that they bring home every day.

Mr. **Perkins**. Uh-huh.

Ms. **Suber**. Because that's what it is.

Mr. **Perkins**. Yeah.

Ms. **Suber**. So, now, if I'm going to help her do this take home, I'm going to try to hurry up and get in this building and see what's going on.

Mr. **Perkins**. Uh-huh.

Ms. **Suber**. And I, myself, like I said, was going to school at night.

And it was a very fortunate day when I asked about it. Her kindergarten teacher told me, said on your lunch hour come right on in.

And I'd come in. And she'd sit with me, lunch hour, and she would go through it.

And at that time—at that time, I was just about going crazy. I said I didn't want to work in this program.

Mr. **Perkins**. Yeah.

Ms. **Suber**. Now, I'd be very honest. I didn't want to go in this program at all.

Mr. **Perkins**. Yeah.

Ms. **Suber**. Because it was a total different thing from Head Start.

Head Start, I knew the word was at. And I went on in there with it and showed the child what the word was, and what her name was, and how to put it on a piece of paper.

Mr. **Perkins**. Yeah.

Ms. SUBER. You don't even do that, putting it on a piece of paper saying we're in Follow Through.

Mr. PERKINS. OK.

What do you do?

Ms. SUBER. In Follow Through, they might start with the first name. You don't have no part for the last name for awhile. And they put it on a print. And you show the different A. And, see, my—I mean my A is a stick and a ball. Their's might not be.

So, when—that's what I'm saying, that the parents themselves had to commit ourself to learn along with the children because she didn't know.

Mr. PERKINS. Yeah.

Ms. SUBER. So, when we went in, just like Ms. Rice said, there was an orientation.

Here is a group of parents—I'd say 25, 30—at—we have——

Mr. PERKINS. Yeah.

Ms. SUBER. You know, we have committed ourselves.

Mr. PERKINS. Could I just ask you?

Ms. SUBER. Yeah.

Mr. PERKINS. Of those 25 or 30 that you were in the class with, a lot of them did they know how to read?

Ms. SUBER. No.

Mr. PERKINS. This was the first time——

Ms. SUBER. No.

Mr. PERKINS [continuing]. Kind of thing?

Ms. SUBER. This was the biggest problem.

Mr. PERKINS. Yeah.

Ms. SUBER. And I, myself, you know, I did know how to read.

So, those who did know how to read took the parents that didn't know how to read——

Mr. PERKINS. Uh-huh.

Ms. SUBER [continuing]. On——

Mr. PERKINS. And they worked together.

Ms. SUBER [continuing]. On.

And we worked together.

Mr. PERKINS. Uh-huh.

Ms. SUBER. And——

Mr. PERKINS. But then that—they—they——

Ms. SUBER. We thought——

Mr. PERKINS [continuing]. Tried to learn the child at the same time.

Ms. SUBER. Oh, yeah. We thought we——

Mr. PERKINS. All right.

Ms. SUBER [continuing]. Were pretty jazzy by that time.

And here comes these kids throwing this at us, honey. And I mean those children were throwing it at us.

Mr. PERKINS. Yeah.

Ms. SUBER. And we began to panic almost ourselves.

Mr. PERKINS. Yeah.

Ms. SUBER. But we had administration and everybody there to say no, no, no, no, you know, you don't panic, you know, you go in to it with them. And that's what we had to do. We had to go from kindergarten right along with them.

Mr. PERKINS. Yeah.

Ms. SUBER. Because we couldn't do it no other way.

Mr. PERKINS. Yeah.

Ms. SUBER. And then the parents, you know—you could sit down and—I learned that they didn't know because—that's another little thing they did to us.

The forms, the regular school forms.

Mr. PERKINS. Uh-huh.

Ms. SUBER. Now, when we came in, we had four or five of them spreaded out to us. And, you know, I noticed a few parents wasn't even trying to fill them out.

Mr. PERKINS. Couldn't write.

Ms. SUBER. And I'm sitting here, you know, filling them out. I'm saying, you know, what is wrong with such and such? You're not filling them out.

And she said to me, said, well, would you fill this for me?

Mr. PERKINS. Uh-huh.

Ms. SUBER. Hey. And I realized she couldn't read to fill them out.

Mr. PERKINS. Sure.

Ms. SUBER. So, we had to do a process with the parents before we could even hardly get in with the children.

Mr. PERKINS. Right.

Ms. SUBER. And by the time we got in with the children I guess they were about second week. And I didn't even know what hit me in the second week of Follow Through. It was a total different ball game. And I had to really get on my P's and Q's, because I was so busy helping with the parents at the time.

Mr. PERKINS. Right.

Ms. SUBER. We were trying to get them together so that they could help the children.

Mr. PERKINS. Uh-huh.

Ms. SUBER. And come to find out that we done lost a whole week. Now, these little papers been coming home in the evening. And when you've got different sets of children—I had like seventh grade, and eighth grade, ninth grade, and then I dropped and come down here to kindergarten.

Mr. PERKINS. Yeah.

Ms. SUBER. And, oh, that's a trip in the evening.

And everybody is sitting around the table waiting for momma to help with their homework. And I'm looking at this.

But this little one, she's not waiting for anybody. You're going to start with her right now.

So, I said, well, why are you, you know, making that A like that? That's the way you make it, Momma. You know, you come down a line, and you make your ball.

And I said, no. I said, you make your little stick. Make your ball and your stick.

No, ma'am, Momma. That's not the way you do it.

So, we had to go and learn. We had to learn too.

Mr. PERKINS. Uh-huh.

Ms. SUBER. And we almost had to catch up with our children. And that made the difference. But once we began to catch up with the children it was a whole different thing. Because, like I said, Follow Through takes the whole child, mentally, physically, and deal with it.

If there's a problem, if you see that this child is not doing anything, you know, then you find out, you know, what's wrong with this child. And the majority of the time does not do that. She doesn't have the time to do that.

Mr. PERKINS. Uh-huh.

Ms. SUBER. She has 25 children in the room. So, you doesn't have time to really find out what's bothering this little girl.

Mr. PERKINS. OK.

Now, in terms of what happens when you say—this is, obviously, parents have to want to do it. They've got to make that commitment.

But, you know, you talk about the after extended time.

Ms. SUBER. Time.

Mr. PERKINS. That's optional.

How many other things in this program are optional? And how—how does that affect it? Does it really still reflect pretty much parental interest, how much the parent cares about it?

Ms. SUBER. Yes. Yes.

Mr. PERKINS. Yeah.

Ms. SUBER. It still reflects. It still—you know, there are parents that are still actually there. There's parents that are still—even down to parents that are not in the program now. The children have gone.

Mr. PERKINS. But if a parent cares this gives them an opportunity to——

Ms. SUBER. If they——

Mr. PERKINS. It gives the kids——

Ms. SUBER. They have to care.

Mr. PERKINS [continuing]. A shot at it.

Ms. SUBER. That is the one thing that a parent has to do. They have to care. They have to commit themselves to the program. And they have to commit themselves to their child.

Mr. PERKINS. Yeah.

Ms. SUBER. Now, if you're—you know, if you—even—we found that the parents that wasn't able or did not know how, once you help that parent to understand what was going on, try to help her to help herself, then she was right there too.

But it's a parent involved program. And I mean involved.

Mr. PERKINS. How many hours does it take a week?

Ms. SUBER. Are you kidding?

Mr. Perkins. Huh-uh.

Ms. SUBER. The parents put in just as many hours as administration. I have walked out the door, 4:30, 5 o'clock, just recently, because I have been in the building. They——

Mr. PERKINS. From morning to——

Ms. SUBER. Yes, sir.

Mr. PERKINS. All day.

Ms. SUBER. When I hit that building at 9 o'clock, if I'm lucky I'll get out of there by 4:30. And in that time there may be an activity going on. I think the last time we were having a fundraising activity. And we were there.

If—for instance, I think we waited on candy. The candy was supposed to come at 2 o'clock. And we were supposed to have it out by 4. The candy didn't come until 3:30. And we didn't get it out till 5.

Mr. PERKINS. OK.

Ms. SUBER. But, you know, you have to say this is it if you're going to involve yourself in Follow Through because your child is there.

My child—my children are out. I've had nieces. I've had nephews. And now my grandchildren. I have two grands in the program. And if they were not there, I would still be involved with Follow Through.

Mr. PERKINS. Yeah. That's good.

Let me ask another. One more question here.

In terms of the eligibility, you go out and recruit, and you have to have parents who care and want to do it, what other requirements?

Ms. RICE. The Federal regulations establish the eligibility.

The eligibility for a new student is 50 percent of them must be low income and have had Head Start or comparable experience.

Mr. PERKINS. Uh-huh.

Ms. RICE. However, we don't have any trouble with that.

Mr. PERKINS. Right.

Ms. RICE. Because——

Mr. PERKINS. How about the other 50 percent?

Ms. RICE. Well, our percentages run like 95 percent low income.

Mr. PERKINS. OK.

Ms. RICE. Ninety-five percent preschool experiences. Because other than the consolidated Head Start, in recent years, many churches and other nonprofit organizations have begun preschools that have been sanctioned by the Department.

Mr. PERKINS. Do you have a waiting list?

Ms. RICE. Not at this time.

Mr. PERKINS. All right.

Is the program running about even, with supply equaling demand, is what I'm saying?

Ms. RICE. About evenly.

Mr. PERKINS. All right.

Ms. RICE. Now, what has—I'll say this. What has happened in the last 5 years is that the system has begun to have all day kindergartens.

Now, when the Follow Through program was one of the only programs that had all day kindergarten——

Mr. PERKINS. Yeah.

Ms. RICE [continuing]. We had—we did very, very, very well.

Mr. PERKINS. OK. Thank you.

Ms. RICE. But right now we have to recruit.

Mr. PERKINS. I appreciate it.

That's all I have, Mr. Chairman.

Mr. KILDEE. Thank you, Mr. Perkins for your excellent questions. You've created a great record here.

You know, this program now costs the entire Federal Government $7½ million a year. That is all; $7½ million a year.

The Congress was asked about 2 weeks ago to spend over $1 billion—$1 billion—that's $1,000 million, right—$1 billion to help develop a plane to fly to Tokyo in 2 hours.

What's more important to you, to fly to Tokyo in 2 hours or to have this program for your children and your grandchildren?

Ms. **Suber**. The Follow Through Program.

Ms. **Brown**. That's right.

Mr. **Kildee**. I would concur in that.

Our priorities have to be set well in this country, right?

Ms. **Suber**. And the one thing I'd like to say about it is that the funds have really hurt us. The cutting of funds has really hurt us because of the educational aides that we do not have in the program now.

We, at one time, had something like 22 aides. That was two aides per room. We had 13 classes.

And, now, they have shut this down so that we don't have the—it's taken the last two educational aides, I think it was year before—year before last, Mrs. Rice?

Ms. **Rice**. Yes.

Ms. **Suber**. Year before last.

So, the parents have to be involved because the teachers cannot do it by themselves.

And, like I said, if this room was filled with Follow Through parents to hear them say they would like to extend it into upper grades or into high school, they would have gotten a standing ovation. And I would have been the first one on the floor. For this is one thing that I have been crying about ever since my children went through this program, that I would have loved to see it.

And I'm sure that if there was some way to follow some of the Follow Through children that have gone through here we would find a tremendous change. We would find our kids doing things that the other children that did not have this advantage wouldn't be doing.

And I'm sure, because I know some of the parents. There's one that I do know that's down in the mayor's office, and working, and all. And I do know that if she had not gotten her background in Follow Through she wouldn't have been down there.

And I'm a strong believe of that.

Mr. **Kildee**. You know, at one time you talked about the number of aides that have been cut. At one time, the Federal Government funded this program at $70—over $70 million.

Ms. **Suber**. Uh-huh.

Mr. **Kildee**. In 1985, it was down to $10 million.

Ms. **Suber**. Oh.

Mr. **Kildee**. And then in 1986 they gave it a 25-percent cut.

Ms. **Suber**. Uh-huh.

Mr. **Kildee**. Took it down to 7½.

Now, I tell you, if Cap Weinberger were told that he was to get a 25-percent cut in his budget, he'd be over here defending his program.

That's what bothers me. Because next week, on the 24th, we'll have someone over here from the administration saying this program should be funded at zero.

Ms. **Suber**. When was that date, please?

Mr. **Kildee**. The 24th. Want to be here? I'll let you sit up here. OK. Very good.

Ms. **Suber**. Yeah.

I—you know——

Mr. **Kildee**. 24th. You can be here. You can rebut——

Ms. SUBER. This is that I don't understand, you know.

Like you said, moneywise, I know these things. But, see, one thing that our Follow Through does not have is that we're not a State for thing. You see? And that's another problem we have.

The rest of them have State money. We're lucky we have Federal and District money. And every time a cut comes along, we were the first thing to get cut. And this is the one thing I can't understand. And I guess I never will understand it because I don't know the—you know, the mechanism that all that goes into, what goes into cutting and chopping.

But I—and then I shouldn't say these things. But when you send people up on the Moon in less time than, you know, you can snap your finger, but you can't give us another dollar for education of our children, and these are the future's——

Mr. KILDEE. Do you think any of these students at your school will be able to take that plane in Tokyo in 2 hours? Is that going to serve your people there?

You know, if they ever get that, that'll be for the elite of the elite. You know, the Concorde that flies to Paris from Dulles Airport here doesn't take people from Anacostia to Paris.

Ms. SUBER. Huh-uh.

Mr. KILDEE. Nor will that plane that Mr. Reagan's asked for to fly to Tokyo in 2 hours take people from Anacostia. It will take the elite of the elite.

And where are they getting the money for that? By filching money, stealing money from this program.

I've been in Congress for 10 years now. I can't think of a panel that's been better than this panel right here now. You've been really good.

I hope you are all back on the 24th. I really do.

And let me tell you, Clinton, you're a nice young man. You're a nice young boy, really. I like you. You've got a great future ahead of you.

I really am glad you're here today, too, Clinton. This is what this program is all about really. I appreciate your being here.

And, Xavier, I like you. You're a fine young man.

And we're going to keep this program alive for people like yourself, right?

Mr. BROWN. Yes.

Mr. KILDEE. Thank you for your testimony.

Thank all of you. God bless you.

Ms. SUBER. Thanks for having us.

Mr. KILDEE. We'll stand adjourned.

I hope to see you on the 24th.

[Whereupon, at 12:19 p.m., the subcommittee was adjourned.]

[Material submitted for inclusion in the record follows:]

Follow Through:

Benefiting Millions of Children

A Few Examples of Follow Through Dissemination

➧ As a result of the efforts of the local Follow Through resource center, the ***Richmond, Virginia,*** schools have strengthened the parent involvement component of their educational program throughout the entire school system (grades kindergarten through twelve). The Richmond project has developed its approach to parent involvement while working closely with its sponsor, the ***University of North Carolina*** Follow Through program.

➧ The ***Vincennes, Indiana,*** Follow Through program has influenced thousands of prospective and practicing elementary school teachers. This state-validated program serves as a major demonstration and inservice training resource for three universities in Indiana, and for school districts and other institutions in Indiana and adjacent states. The program reaches approximately 800 classroom teachers annually (serving 25,000 children per year). The Vincennes program is based on an educational model developed by its sponsor, the ***University of Arizona.***

➧ The Commonwealth of ***Puerto Rico*** has disseminated its innovative Follow Through approach—the "Open Block Strategy"—throughout the entire island.

➧ Assisted by its sponsor, the ***Bank Street College of Education,*** the ***Honolulu, Hawaii,*** Follow Through program is disseminating its comprehensive approach to child development throughout the entire state. The state legislature has set aside $1.8 million to support inservice training efforts by the program, and the State Education Department plans to make training in the Honolulu Follow Through approach available to all kindergarten teachers in the state who want it. Already, 500 teachers (serving 10,000 children) have been trained.

➧ In ***Waukegan, Illinois,*** the Follow Through program,sponsored by the ***University of Kansas,*** has been so effective that the school board has established classrooms based on the Follow Through model for non-disadvantaged children at district expense. Middle and upper-class families complained that their children were being denied this quality program, and insisted that the school make it available to children who could not qualify legally.

➧ Working closely with its sponsor, the ***University of North Carolina,*** the ***Jacksonville, Florida,*** Follow Through program has disseminated its approach to parent involvement throughout the entire school system. As an outgrowth of the Follow Through program, the school system has established a parent counseling and resource center, operated in conjunction with the local Title I program, that offers parents help, information, materials and training to support their children's academic progress. Each year, about 100,000 Jacksonville parents participate in activities designed to help them assist their children's learning.

➧ The Individualized Early Learning Program developed by the ***University of Pittsburgh,*** a Follow Through sponsor, has been adopted in a total of 256 classrooms in 85 schools across 19 states. The program has been spread through the efforts of Follow Through resource centers in ***Akron, Ohio; Montevideo, Minnesota;*** and ***Waterloo, Iowa,*** which have worked closely with the University of Pittsburgh in disseminating the program.

➧ Since 1974-75, the ***Philadelphia, Pennsylvania*** Public Schools have operated "Project Success" (currently involving 56 schools) using local adaptations of elements of the Philadelphia Follow Through programs. The program serves 15,000 students and is supported with Title I funding. Another "spin-off," supported with school district operating funds, is the "Primary Skills Program" serving 2,500 children. Philadelphia's sponsor is the ***University of Kansas.***

What Is Follow Through?

Follow Through is a federally funded education program that provides a high quality classroom program and supporting services to disadvantaged primary school children in 69 school districts across the U.S. Follow Through is authorized under the same legislation as Head Start and is designed to provide disadvantaged children, coming from Head Start, with the extra support they need to succeed in primary school. Each local Follow Through program provides the following services to youngsters in grades kindergarten through three:

- A high quality full-day classroom program covering basic skills, social studies, arts and sciences
- Access to comprehensive health, social, nutritional and psychological services
- Parent involvement activities that enable parents to take part in their child's education and participate in decision-making about the community's Follow Through program.

Each local Follow Through program is based on a defined approach to education called an "educational model." The majority of the educational models in Follow Through were developed by **sponsors**, institutions of higher education or research organizations. The involvement of sponsors is a unique aspect of Follow Through. Sponsors play a central role in the program: they assist Follow Through school districts in adapting the sponsor's educational model to meet local needs; and, once the program is in place, they continue to assist the school district in maintaining, documenting, evaluating and disseminating the program. Each Follow Through sponsor works closely with from one to eleven Follow Through school districts.

Follow Through was first authorized in 1967 through an amendment to the Economic Opportunity Act of 1964. The program is administered by the Office of Elementary and Secondary Education in the Department of Education. Follow Through's Fiscal '82 appropriation was $19.4 million, and the program is slated to receive the same level of funding for '83 under the current Continuing Resolution.

How Many Children Benefit From Follow Through?

Currently, about 30,000 disadvantaged children are directly served through Follow Through funds each year. However, the actual impact of the program is much wider. We conservatively estimate that more than 440,000 children annually are benefiting from Follow Through. (If we included in this estimate all children using materials developed in conjunction with Follow Through, the number reached would be almost 2.5 million.)

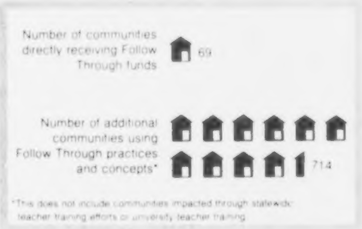
The reason for this widespread impact is the unique design of the Follow Through program, which brings together ***school districts, sponsors*** and ***resource centers*** in a strong partnership that demonstrates quality education and provides technical assistance to school programs.

Sponsors play a key role in the dissemination of Follow Through practices, concepts and materials to new communities. Sponsors are experienced in assisting school staff in diagnosing and correcting problems, in providing training and curriculum materials and in training teachers and teacher-trainers to use the sponsor's educational model.

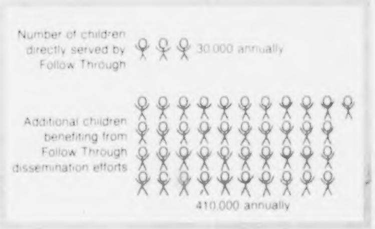
Resource centers are also key agents in the spread of Follow Through models and methods. Resource centers are Follow Through school district programs that have been recognized as exemplary by the Department of Education and that have received additional federal funds to disseminate Follow Through practices. Nineteen resource centers conduct training and outreach activities in close collaboration with the sponsors who developed the original program models.

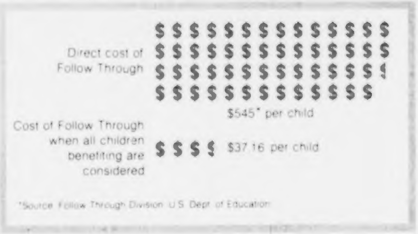
Follow Through's regular ***school district programs*** are also active in disseminating the program. Because most of the 69 school districts participating in Follow Through have been providing exemplary services to children for more than a decade, these programs have developed to the point where they are a demonstration and training resource for the surrounding region. They provide "living examples" of successful education in action.

This strong and active network of Follow Through ***sponsors, resource centers*** and ***school district programs*** serves as an idea bank of educational expertise for the entire nation. Follow Through practices are frequently adopted district-wide, city-wide and even state-wide, and Follow Through concepts have permanently changed the face of American primary education. Follow Through is a unique resource that school districts and other federal programs can call upon to find solutions to diverse educational problems. The charts and maps on the following panels document the very broad impact Follow Through has had on education throughout the country and show why federal dollars spent on Follow Through have been a very wise investment.

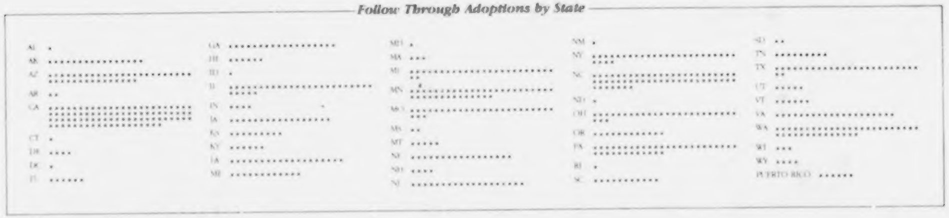


*This does not include communities impacted through statewide teacher training efforts or university teacher training.



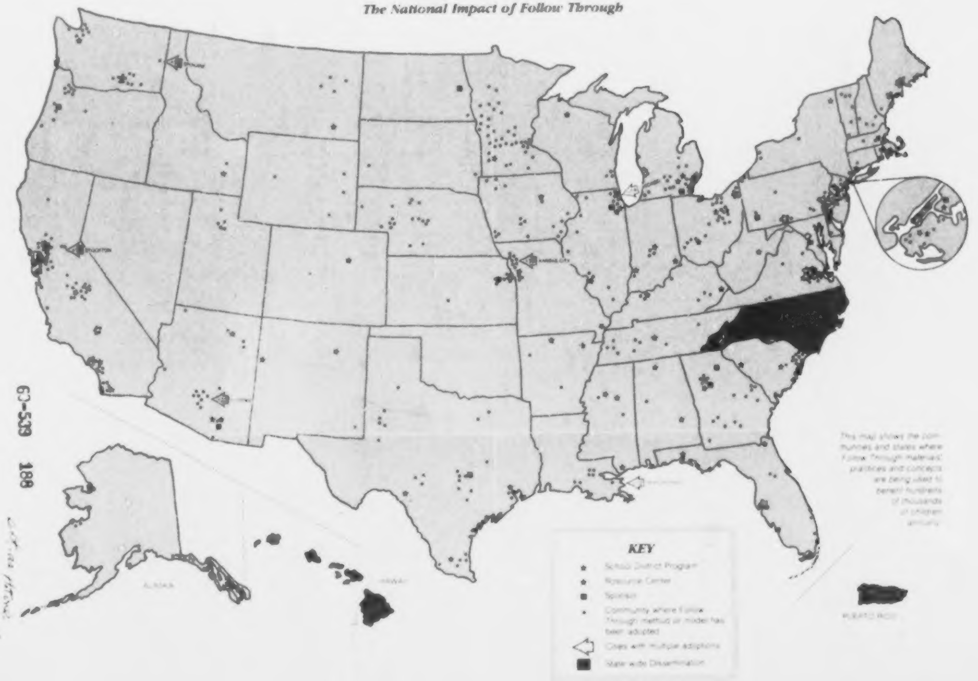


*Source: Follow Through Division, U.S. Dept. of Education



Follow Through Adoptions by State

The National Impact of Follow Through



ALASKA
HAWAII
PUERTO RICO
KEY
School District Program
Resource Center
Sponsor
Community where Follow Through method or model has been adopted
Cities with multiple adoptions
State-wide Dissemination

This map shows the communities and states where Follow Through materials, practices and concepts are being used to benefit hundreds of thousands of children annually.

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What Does Follow Through Have to Offer?

Follow Through has accumulated 15 years of documented success in solving educational problems facing real children, teachers and administrators in schools across the nation. Its expertise and experience in providing assistance to schools to improve services to disadvantaged children and their families are probably unmatched anywhere. Follow Through classrooms provide Head Start graduates with a superior educational environment, insuring that children coming from this very successful program are able to function in the mainstream of American education. Here are some of the areas in which the Follow Through network can provide assistance to communities seeking to provide similar high quality services to special groups of children:

- Academic instruction—curriculum design and management of instruction
- Classroom management
- Teacher-training and paraprofessional training
- Parent involvement in the educational process and in educational policymaking
- Coordination of comprehensive services
- Evaluation practices and uses
- Meeting the needs of handicapped children within ordinary classroom programs
- Programming for bilingual or non-English speaking children in the classroom

A special advantage of the Follow Through models is that they span the range of theoretical positions in education, thereby offering alternatives to communities and states with unique educational needs. Districts or states can select an educational philosophy they are comfortable with and methods and technologies tailored to the specific problems they face. For example, models based on direct instruction, open education, bilingual education, learning games, behavioral techniques and parent education are just a few of the range of educational options offered by Follow Through.

Is Follow Through Effective?

Follow Through not only has developed a wealth of educational practices, it has the data to prove that these practices are effective. For example, a recent study conducted for the Department of Education by an outside contractor found impressive gains in reading, math and language arts achievement scores in 8 out of 10 Follow Through programs studied.

In addition, of the 80 operating Follow Through programs, 43 have been validated as exemplary programs by the Joint Dissemination Review Panel of the Department of Education, an independent panel of evaluation experts who conduct rigorous reviews of federal education programs. This is the highest proportion of validated projects of any federal education program. (For example, of 13,000 Title I projects, only 21 are validated.) This record of proven program quality is one reason why Follow Through could be an important resource for Title I, Head Start and other federal programs that do not have Follow Through's extensive capabilities—this in spite of its relatively low budget.

Why Should Follow Through Continue as a Federal Program?

In its 15 years of service to American education, Follow Through has developed into a unique resource whose potential for providing assistance to communities with educational problems is almost unlimited. The Follow Through network of school district programs, resource centers and sponsors provides visible solutions to educational problems, practical tools for applying these solutions in new communities and trained and experienced people ready to assist educators throughout the country. This national network is a vast resource that has taken years, and hundreds of millions of federal dollars, to build. It would waste the investment the nation has already made to dismantle the program or attempt to operate it, in fragmented form, at the state level.

Follow Through is scheduled for full phase-in to the education "Block Grant" program by Fiscal '85. The Fiscal '84 authorization ceiling for Follow Through is $14.7 million, considerably less than the program's current appropriation of $19.4 million. Phase-in of Follow Through to the education Block Grant amounts to a virtual elimination of the program, since its demonstration and dissemination capabilities cannot be maintained through small, fragmented grants to states and school districts. For each state to establish and maintain a similar network of demonstration programs, sponsors and resource centers for technical assistance and training purposes would be impractical: the expertise does not exist and the cost and duplication of effort would be enormous. It makes much more sense to maintain such a system at the federal level. If Follow Through continues as a federal resource, then millions more children will benefit from Follow Through methods, practices and concepts. ■